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**REVIEW**  
of the  
**County Jails in Pennsylvania**

BY  
**ALBERT H. VOTAW**

Issued as a Prologue to No. 59 of  
**The Journal of Prison Discipline and  
Philanthropy**

**MAY 1920**

**THE PENNSYLVANIA PRISON SOCIETY  
FORREST BUILDING  
PHILADELPHIA, PA.**

# **The Pennsylvania Prison Society**

**FORREST BUILDING,  
119 S. Fourth Street, Philadelphia, Pa.**

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(The Officers and Acting Committee of The Pennsylvania Prison Society have been Official Visitors of all prisons in Pennsylvania since 1829.)

**REVIEW**  
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**County Jails in Pennsylvania**  
**OFFICIAL REPORT**

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“**I**N the United States, you lose sight of the fact that your splendid Reformatories deal with merely a drop in the bucket compared with the county and city jails to which thousands of your prisoners go, and where many are manufactured. . . . In 1877 every prison and jail in Ireland was put under central administrative authority and the expenses paid out of the imperial funds. We closed half the prisons. . . . I have to give every person, whether tried or untried, a separate room to sleep in, and I would lose my job if I put two prisoners in a cell. . . . I am obliged by law to give every prisoner two hours’ exercise in the open air every day. . . . And I am obliged by law to make every convicted prisoner work even if he is sentenced only for two days, and to offer every untried prisoner work. In these days of rapid communication, there is no need of prisons in the center of a city. . . .”

J. S. GIBBONS, ✓  
Chairman Prison Board of Ireland.

## INTRODUCTION

During the year 1919 the Secretary of The Pennsylvania Prison Society has visited the sixty-seven county prisons of the Commonwealth, and has become further confirmed in his conviction that some radical change in administration is needed in order to keep pace with modern principles of penology. (Our duty to the convicts does not end with confinement within certain defined limits. But confinement appears to be the main purpose of the majority of the county prisons. It must be recognized that some form of useful employment is essential in order to maintain the health and morale of our prisoners.) Most of the officials of these prisons lament the conditions which obstruct the useful employment of the majority of the inmates. We place no censure on the sheriffs or wardens for the idleness so prevalent in the prisons, yet there are some wardens and managers who are more resourceful in finding some sort of employment than others. But in most of the county prisons there are insurmountable difficulties in securing employment. The population is small and continually changing. And yet every man who remains in such a prison a year is wasting in idleness three hundred days. No provision has been made by the Inspectors or Commissioners for any employment. In the reports of the individual counties, which follow these general remarks, it will be noted that the idleness, so prevalent in almost all these prisons, is deplored.

## INDUSTRIAL FARMS

The Commonwealth should assume the care of her convicted prisoners. They have committed offences "against the peace and dignity of the Commonwealth." Hence the county prisons should be used only for the detention of the untried and of those sentenced to a few days for minor infraction of local requirements. The establishment of a few State Industrial Farms, on which agriculture, horticulture, quarrying, stone-crushing, concrete work, brickmaking and some two or three special industries may furnish employment, is the best solution of the most vexatious of our prison problems. This statement is not based on mere theories, but on successful experiments in other States. A high degree of success in this method of employment may be found in the Allegheny County Workhouse, at Hoboken, Pa.



### THE FEE SYSTEM

The observations on the prisons of the various counties are intended to be neither comprehensive nor systematic. For more complete statistics, see Report of the Board of Public Charities soon to be issued. This inspection has been made with the intention of calling attention to certain salient features, some of which are mentioned with commendation, others of which are unhesitatingly disapproved. The fee system, whereby the sheriff or warden receives a stipulated sum for boarding the prisoners, is so liable to abuse that this practice, especially in the larger counties, is invariably denounced.

In fifty of the sixty-seven counties the management of the prison is under the supervision of the sheriff, though in a few of these counties the sheriff may appoint a warden. In seventeen counties the sheriff's duties, so far as the prison is concerned, determine, when he has delivered the accused to the prison keepers. As a rule those prisons which are under the exclusive control of a warden are more efficiently administered than those under the care of the sheriffs. The explanation is not difficult.

1 The Wardens are usually chosen for their fitness to manage penal institutions. Frequently they hold their office as long as their duties are faithfully attended to.

2 The Sheriff is changed every four years. He is often selected for service to some political party, not for any adaptation for the responsibilities of his office. If he is inclined to study the best methods of prison discipline and management, before he has fully learned his lesson, his successor is installed.

3 Under a sheriff the food is provided on the fee system. Under a warden, the provision is usually supplied at the actual cost. It is a vicious principle in institutional management to stipulate that the superintendent shall depend for his personal maintenance on the profit arising from supplying the inmates with provision. It would be just as sensible to arrange that he should derive a profit from clothing and heating the inmates—an assumption which is preposterous.

### THE FOOD

In this report we have given considerable attention to the food conditions at the prisons, both as regards the daily bill of fare and the service. There is much diversity among the counties with regard to the supply and distribution of food. In counties where the food is served at cost the average daily expense per prisoner varies from 11 cents to 28 cents. In the counties where from 40 to 50 cents per day are paid for boarding the

prisoners there is a universal wail that "there's nothing in it." And yet the daily bill of fare is usually much better in the counties where the food is supplied at cost. In a few prisons tables are provided at which the meals may be served, but the general custom is similar to the methods of a zoological garden. Let us be just. In most of the cells or apartments, the prisoners have their own tables. Some of them prefer to eat in seclusion away from the mob, many of whom have not received special education in table manners.

### SPECIAL LEGISLATION

From time to time, beginning about 1830 and continuing to 1868, the General Assembly passed special acts for the management, respectively, of several of the prisons in the larger counties. These counties are Allegheny, Berks, Chester, Dauphin, Delaware, Lancaster, Lehigh, Luzerne, Montgomery, Northampton, Northumberland, Philadelphia and Schuylkill. There may be special legislation affecting minor points in some other counties. Some of those acts presented rather elaborate schemes for prison management. Some features are taken from the statute of 1829 regulating the management of the Eastern Penitentiary. The sheriffs or wardens are to reside within the prison limits and are not to be absent over night unless officially permitted by the Board. This regulation has been modified by a recent statute. The prisoners are to be placed in "separate and solitary confinement at labor," a provision wholly unobserved except at the Philadelphia Convict Prison, and even here the labor condition is not fulfilled. "Discreet and reputable citizens" are to constitute the Board of Inspectors. They must make weekly rounds among the prisons, unaccompanied by the warden, except by their request, and are to take note of all complaints. In at least two counties the inspectors are to be elected by popular vote. Once weekly the inspectors are to check off the prisoners from an authoritative list. Matrons are to be appointed to care for the female prisoners. The warden may visit the women's quarters, but must do so in the company of the matron. It is explicitly stated that the women prisoners are to be "given such instruction as may tend to their reformation and to render them useful members of society." The minuteness of directions included in these lengthy statutes is a source of embarrassment. The provisions of the present Constitution, in effect since 1874, forbid such special legislation, but the special legislation in effect prior to 1874, remains in force.

### UNIFORMITY

We are convinced that it is desirable to aim at greater uniformity in the management of our penal institutions. It would be unwise to include in the Constitution a comprehensive scheme of penal management, which, however efficient at the present time, would probably need in a few years to be materially modified in order to keep pace with the progressive spirit of the age. Article X, Section 1, of the present Constitution, provides that "the General Assembly shall provide for the maintenance and support of a thorough and efficient system of public schools, wherein all the children of this Commonwealth above the age of six years may be educated, and shall appropriate at least one million dollars each year for that purpose." There are two other sections, one providing that sectarian schools are not to be supported by public school money, and another providing that women may be eligible to any office under the school system. The further details are wisely left to legislative enactment.

### CONSTITUTIONAL AMENDMENT

We have, therefore, submitted to the Commission now engaged in the task of preparing a tentative draft of proposed changes to the Constitution, the desirability of including a similar article relating to **Penal Affairs**.

### PENAL SYSTEM

**Section 1.** The General Assembly shall provide for the maintenance and support of a humane and efficient penal system in accordance with modern scientific principles of penology, such system to include adequate provision for suspension of sentence, the indeterminate sentence and release on probation and parole of convicted offenders, as may be determined by law. It shall also provide that all persons convicted of crime or delinquency who shall be committed to penal, correctional or reformatory institutions shall be employed in useful labor and shall receive such treatment and instruction as shall tend to effect their moral reformation and qualify them to become useful citizens of the Commonwealth.

**Section 2.** The General Assembly shall create such administrative and supervisory department or departments or such other agencies as may be necessary to carry into effect the provisions of this article.



If such article is adopted, it will pave the way for the establishment of some general system whereby more care and supervision may be given to the efficient management of all our prisons. The principles of reformation and employment will be recognized as being inherent in any scheme for the treatment of offenders. The Commission had already proposed that the fee system should be abolished so far as county officials are concerned, hence we did not include the revocation of fees for boarding prisoners in our proposition.

### RECAPITULATION

For two reasons much attention has been given to the daily ration in the prisons:

- 1 To demonstrate that the fee system is inequitable and uneconomical.

- 2 To give such information to the managers of the county prisons as will enable them to institute comparisons and, in some instances, to make improvements both in the bill of fare and the service.

The reader will note a monotonous reiteration of invective against the idleness so frightfully prevalent in most of the prisons in order to make as emphatic as possible our plea for the adoption of a different system under the control of the State, whose "peace and dignity" have been assaulted by the offenders. In 1914 our survey of the county prisons revealed that in one year more than one million days were wasted in idleness in our county prisons. The operation of the three P's, Parole, Probation and Prohibition, has considerably diminished the population of our county jails, yet our estimate, based on much study of the situation, reveals that from six to seven hundred thousand days are annually wasted, or worse than wasted, in these prisons. The exercise of ordinary business sagacity ought to recover a large part of this waste time. The labor of convicts should be utilized both for the sake of their own morale and for the economic advantages to the prisoners and to the community.

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The Secretary desires to acknowledge his obligations to the sheriffs, wardens and county officials who have so courteously and patiently assisted in making this investigation. Many of them are aware of the deficiencies and are honestly endeavoring to do the best possible for the delinquents placed in their charge. They deserve our sympathy. An enlightened public sentiment ought soon to bring about wholesome improvements in our entire penal system.

ALBERT H. VOTAW, Secretary.

## The County Prisons of Pennsylvania

### ADAMS COUNTY—Gettysburg

Visited Aug. 4, 1919.

The prison is an antique structure of stone and brick. There is a wide inside corridor with cells opening into it on each side. Windows are chinks. Of the eight prisoners, four were serving time and four were held for trial. There is a small rather unattractive yard the freedom of which is allowed to such prisoners as seem worthy of the privilege. One of the prisoners was a woman who was taking her exercise at the same time the men were out. There is some supervision. The sheriff is a humane official who exercises his judgment as to the proprieties. He believes in regulations of the "square deal" variety, and therefore has little trouble. For supplying, cooking and serving food, the sheriff receives 45c per diem for each prisoner. On the day of inspection, the following menu was served:—

Breakfast—Bread, coffee, hominy.

Dinner—Meat, beans, potatoes.

Supper—Bread, coffee, fried potatoes.

The food is plain, but the sheriff can not be accused of profiteering. They eat at tables, in civilized fashion.

The prisoners have the privilege of purchasing extra provisions and of receiving same from their friends. They may write all the letters they choose which may be inspected, and they may receive visitors at any reasonable time. They buy or beg tobacco.

The Judge of the Court sometimes releases a misdemeanor on probation instead of confining him in jail. This policy is recommended in every possible case, since in this prison there is no employment. A transgressor may be kept in this prison for one year with absolutely nothing to do. It may be necessary to restrict a malefactor within limits for the good of the community, but it is an additional crime to support him in idleness. It ruins the individual and is an economic blunder of the first magnitude. It is the duty of the State to provide opportunities for these delinquents to support themselves. The problem will be solved by the establishment of State Industrial Farms to which those sentenced for short terms may be consigned. The citizens of Adams County ought not to be taxed year after year for the support of from three to eight husky chaps who ought to be making their own living. Their offences were "against the peace and dignity of the Commonwealth," not of the County, hence it is the duty of the State to take the proper care of delinquents. In 1918 for the maintenance of the

County Prison there was paid .....	\$4,786
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For maintaining convicts at State Prison .....	1,829
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This does not indicate a large proportion of criminality in Adams County.

### ALLEGHENY COUNTY—Pittsburgh—The City Prison

Visited June 16, 1918.

As a place of detention for those who are held for trial, this prison is ably administered. It must not be considered as an industrial establishment. About ten per cent. of this number are convicts, most of whom are employed in domestic service about the prison. The average time spent by the inmates of the prison is thirteen days, hence a large number are incarcerated for less than thirteen days. Regular work could not be provided for a transient population except at some employment like breaking stone with

a sledge hammer. Remembering that nearly 90 per cent. of the inmates are held pending trial or arrangements for bail, the profession of stone-breaking would attract few practitioners. Convicts may be compelled to work, but the same rules do not apply to the untried. Occasionally it happens that for good reasons, a man or woman is detained for months or even longer before arraignment in Court. In many counties, the Court adjourns from May or June to September, so that a considerable number are held for some months amid associations more or less vile before they face judge and jury. It is quite possible that many of these would gladly welcome an opportunity for some sort of employment. The inducement of a small wage or of a more elaborate dietary would induce the majority of them to accept employment.

The number in prison June 16, 1919—Males.....509  
The number in prison June 16, 1919—Females..... 59

568  
Of whom the number under sentence..... 71  
Average daily number 1918.....547  
Average age in years..... 33  
Daily cost of food for each prisoner in 1918..... 12½c  
Daily overhead cost for each prisoner..... 34¼c

Excepting the few who are detained in the City Prison for domestic service, those who are sentenced are committed to the Allegheny County Workhouse, to a State Prison, or to a Reformatory.

The Warden is accessible and takes interest in the welfare of those under his charge.

In the last two years, meat is supplied to the prisoners four times each week, generally in the shape of Hamburg steaks. The cooking and the service are to be commended. While we do not approve of cell-feeding, as it suggests the method of the Zoological Garden, in their limited space there appears to be no place for a dining-room. There is another reason for passing their food into the cells. In the untried department there are all sorts from the innocent to the most desperate criminals. The jailer can make no discrimination, hence it may be wise to prevent congregating. In detachments the prisoners take an hour each day in exercising in a small yard. No rules forbidding conversation. They are allowed to purchase food and to receive provisions from their friends. All letters are subject to inspection.

A call on the Parole and Probation officer revealed the following facts of interest:—

Number paroled prisoners June 16, 1919..... 143  
Number of offenders on probation..... 798  
Percentage of success..... .94  
Number of probationers of last two years in the Army..... 200  
Costs and fines collected, generally on installment plan.....\$26,530  
Amount collected in excess salaries of officials ..... 20,000  
Amount collected in instalments for restitution from thieves,  
etc. .... 16,674

A special effort is made to induce the pilferers to restore to owners the value of the articles taken.

They seem to be particularly successful in collecting from wife deserters, etc. Amount collected in 1919 (taken from report received April, 1920), \$414,731.

It appears that most of the men found guilty of failure to support their families are released on condition of paying some weekly stipulated sum to the Probation officer who forwards the amount to the deserted wife, mother or other dependent. Counting 300 business days in the year, this means that on every day the amount collected and distributed averages about \$1,382.



If the defendant in such cases is not counted worthy of parole, or if when placed on parole he fails without good excuse to make the payments required, he is sent to the Allegheny County Workhouse and required to labor in that institution. By the act of 1911, (Act 330, P. L. Pennsylvania, 1911), the sum of 65c daily is to be paid to the plaintiff in the case of all such defendants. Very few counties of the Commonwealth observe this law.

#### ALLEGHENY COUNTY—Pittsburgh—The Workhouse at Hoboken

Visited June 16, 1919.

This Institution is situated on a plantation about nine miles from the Court House in Pittsburgh. Here may be found the best demonstration of what may be accomplished in the way of convict labor in the Commonwealth. We do not forget the possibilities of the State Farm at Bellefonte, but here no industries aside from agricultural operations have been created. So at the present time we must award the prize for individual operations at a penal institution to the Workhouse of Allegheny County.

The commitments in 1918 were.....4,015  
over half of which were for 30 days. The time of imprisonment ranges from five days to six years and some of them have an indeterminate sentence, who, after some time of testing, are eligible for release on parole.

The prisoners make brooms, brushes, carpets, chairs and engage in farming and gardening.

The estimated profit on manufacture in 1918 was.....\$58,904

Besides what they consumed from the products of the farm, they

    sold stock, vegetables, etc., to the value of..... 19,068

The actual cost for each prisoner is..... 81.4c

On account of the profits this is reduced to..... 49.5c

Average number of prisoners per day ..... 722

Saved to taxpayers by profits or earnings .....\$84,066

All who are able are at work. Even tho the terms of the majority are less than thirty days, the industries are successful. The inmates make enough to pay forty per cent. of their expenses. Is it possible to increase this efficiency? It is. The time may come when the prisoners here and elsewhere will earn 100% of their maintenance. Some time it will be regarded as an obsolete and stupid policy to support the criminals in idleness. Any able bodied person ought to have opportunity to earn his "board and keep." If he won't work, he should be made to work.

They have religious services on the Sabbath, attend school in the winter, and have access to a library of 4,000 carefully selected volumes.

Much of the food is obtained from the farm. There is a well equipped dining room in which they eat in civilized fashion except in one important particular. They tell us that conversation during the meal time conduces to health and cheerfulness. Here they eat in silence and are penalized for talking. They may talk elsewhere but not while they eat. Formerly they were allowed to converse in the dining room, but "the privilege was abused, hence conversation has been forbidden." Doubtless there were rough talk, profanity, wrangling. Much depends on the officers in charge. Under expert handling this privilege could be restored. Most of our penal institutions are learning that the enforcement of petty rules does not constitute true discipline. So far as possible, friction should be abolished and a normal method of living adopted.

The new cell block lacks nothing desirable in the line of sanitation, security, light and general comfort. It has scarcely a feature of home life. Life in a cubicle is dismal, ghastly, depressing.

As a prison this institution is ably administered. What are the reforming possibilities? We do not hold with the extremists who might find no redeeming features. The inmates get a taste of discipline which they have never had before. They get a regular diet and better than found in many of their homes. They are encouraged to form habits of industry.

But do these lawbreakers go out better than when they came in? Are they improved by the system of treatment which they have received? Are they supposed to be patients taking a cure? Are they in any sense restored when they leave the institution? Physically, yes; morally, not often.

Now let us be fair to the Workhouse. The average term is less than thirty days. You can't diagnose mentality and morality, and administer clinical treatment in thirty days. It is readily seen that the entire system needs changing from the moment of the arrest till the delinquent has had a discharge after having received appropriate treatment and demonstrated his fitness to become a helpful member of the community. Recidivists need a purely indeterminate sentence under expert care.

Nearly one-fourth of the prisoners have served ten or more sentences.

Twenty-one of the prisoners have been sentenced fifty times or more.

Is there not a better way of treating the chronic cases?

It is quite possible that the prohibition of the liquor traffic may have some bearing on this question.

#### ARMSTRONG COUNTY—Kittanning

Visited July 16, 1919.

There were five prisoners, all held for trial, on the day of the inspection. In the year 1918, the average daily attendance was 8.

Gloomy place, large cells, chinks for windows, no sheets nor pillows furnished.

Should be used only as a place of detention for the untried prisoners, and yet some have been sentenced to remain in this fastness for six months. 150 working days wasted. Nothing to show for it. As a rule prisoners leave the prison worse than when they entered. Idleness never reforms. It weakens the muscles and impairs the morale.

For breakfast and supper, the prisoners received coffee, molasses and bread which costs ten cents per pound loaf. For dinner on the day of the inspection they had macaroni and vegetable soup. Meat is rarely served. For these delectable "eats," the sheriff receives from the county fifty cents per day for each prisoner. While much better meals are served in many jails for the same sum, the sheriff is not getting wealthy. But he ought not to try to make any profit whatever. Any system which makes a warden or sheriff dependent in the slightest manner upon the profits of boarding prisoners for his financial reward is absolutely wrong in principle.

Expenses of the County prison in 1918..... \$5,631

The average yearly cost per prisoner, approximately..... 480

For prisoners sent outside the county the bill was.....10,171

When that Industrial Farm for convicts is established, much of that \$15,802 will be saved for Armstrong County. Many of the prisoners will be sent to this Farm where in good time they may be almost self-supporting if under the right sort of management.

#### BEAVER COUNTY—Beaver

Visited June 14, 1914.

In 1914 we found in Beaver an old unsanitary building which as a prison we unhesitatingly condemned. We are glad to report that on this visit we find a much more creditable structure built of steel and admirably adapted as cages for dangerous animals. Sanitation good, light poor, bedding, on hard iron slats, nothing to boast of. Men have the freedom of the corridor from 7 A. M. till 9 P. M. There is a small yard but unused. Forty-three men were there on the day of inspection and five women entirely separated from the quarters of the men. Twenty-eight of these creatures had not received sentence. Twenty were serving time in idleness and daily taking lessons in demoralization. If by the year the county has every day the same number of convicts in its prison, that means an annual waste of 6,000 days equivalent to at least a loss of \$6,000. These men should have been under proper supervision engaged in some sort of industry at which



they would earn their maintenance, thus relieving the county of the \$3,000 paid for the food which the sheriff supplied to them at 50c a day and on which he made a profit of "umty-umph" dollars.

Cost of maintaining the prison in 1918.....\$9,367

This county sends a considerable number of convicts to the Allegheny County Workhouse which charges the county about 85c per diem for each man. Give the county some credit for this policy of sending the men to the Workhouse. They would pay the sheriff only 50c per diem for boarding the prisoners, but they prefer to deliver the men from the evils of pure loafing by paying 85c daily for their sustenance in an institution where they must toil. In the case of those convicted for non-support, they pay \$1.50 daily. Here is the explanation. They pay 85c daily for any prisoner. In the case of those convicted of desertion, the Workhouse forwards to some one designated by the Court the sum of sixty-five cents for each day said convict is at work and then sends to the Commissioners of the County a bill for the amount thus forwarded. In some counties having no workhouse, the Court will not sentence a man to any workhouse outside the county in order to escape the payment of the small stipend to the dependents. In 1918, this county paid the sum of \$634.50 to the dependents of the more or less worthless derelicts who were sent to the Workhouse.

Some half dozen prisoners assist in cleaning, serving food, etc.

The bedding should be improved.

The Court occasionally may grant parole.

#### **BEDFORD COUNTY—Bedford**

Visited Sept. 12, 1919.

The prison consist of a few steel cells opening on inside corridor, the whole surrounded by an outside corridor and walled in.

The toilet was sadly out of repair, and the ventilation was unwholesome. Sufficient bedding except sheets.

There were five inmates, four of whom were serving time, being cared for at the expense of the county. No work to mention. One who was called a trusty was a sort of handy man about the place. It has happened that a man may be sentenced to remain in this "castle of indolence" for one year. They have bread and coffee morning and evening and on the day visited dined on bread and pepper pot. Meat is served once a week. The county pays the sheriff 60c per diem for supplying provisions to the inmates. If the prisoners have money or friends and are dissatisfied with the menu, they may secure extra supplies, a privilege which is allowed in nearly all the county jails of the State. This practice is unsound in principle. Firstly, the provision furnished should be plain but sufficient. Secondly, those who have money have a decided advantage over the friendless and the impecunious.

The gross expense per diem for each prisoner in 1918 was.\$ 1.48

The cost of maintaining the jail in 1918..... 2,752.68

Cost of maintaining and transporting prisoners elsewhere. 2,798.00

The average daily population in 1918 was only two prisoners.

#### **BERKS COUNTY—Reading**

Visited Aug. 6, 1919.

Number of male prisoners on day of inspection.....63

Number of female prisoners on day of inspection..... 8

The rules of the Board prescribe that one half pound of meat is to be given daily to each prisoner. No profiteering of any kind is allowed in furnishing food, as the bills for provisions are sent for payment to the county treasurer when authorized by the Inspectors. There is a regulation which provides that the daily cost of the sustenance for each prisoner shall not exceed 28c. Cell feeding is still in vogue, and the supposition is that a proposition to have them eat at tables in the corridors would be regarded as sen-

timental, over-indulgent and even dangerous. No offense is intended, and yet there are some intelligent people who believe that the more civilized the environment, the greater hope of reformation.

They bake bread of excellent quality.

The cost of the food in 1918 was.....\$ 7,695.74

The net cost of maintaining the prison in 1918 ..... 31,888.51

At a reported average number of 75 prisoners each day, it required in Berks County to maintain one prisoner for the year 1918..... 425.11

Or, the daily cost of each prisoner is..... 1.16

The daily cost of each prisoner sent to Eastern Penitentiary ..... .51

To keep a prisoner one year at the Eastern Penitentiary 186.15

Saving of expense annually each prisoner sent to Eastern Penitentiary ..... 238.96

Paid for maintaining prisoners at other Institutions..... 18,322.95

The total maintenance for prisoners in 1918... Luzerne. 50,211.66

This is an enormous bill. Perhaps, no county, ~~except~~ excepted, in the State having a population of 50,000 or more pays so much per capita.

The County Prison is managed by nine inspectors elected by the people under a special law of 1848. They receive a salary of \$225 per annum.

Three or five inspectors would suffice. While we may not begrudge them the small stipend they receive for their services, in no other county of the State do the inspectors receive aught except their expenses.

It is supposable that a board of nine managers chosen for their business ability would be able to make a better financial showing. The prisoners in 1918 with old fashioned hand looms made 15,600 yards of carpet and the sales amounted to \$9,568. Several of the inmates have been allowed to cultivate a few acres on the almshouse farm, thus supplying fresh vegetables to the prison and effecting some economy thereby. Possibly the management has fallen into ruts from which it is difficult to rise. Under the present system there is little hope of greater economy or of reforming the prisoners. The inmates are allowed to take some mild quiet exercise in the open air for three hours each week. The freedom of the corridors is not often granted. The weavers work and sleep in the lint laden atmosphere of the same cells in which the looms are installed. Various suggestions might be considered. Increase the production by the introduction of machinery. The products may be sold to other institutions of the State. And a considerable percentage of the products may be sold in the open market. The Institution may be removed to a farm. Here it is quite possible the inmates may become self-supporting. The County should retain a city prison for those who are awaiting trial. The old site may be sold and a new smaller House of Detention be built. The best proposition is for the Commonwealth to establish a few farms to which all the convicts sentenced to county prisons may be sent.

Since our last visit some creditable improvements have been made in the women's quarters. The bathing accommodations are complete. The sewing room is light and cheerful. It is to be regretted that the women have their cells in the same wing with the men. They are kept apart from the men, but the segregation is not so complete as would be desirable.

At the time of our visit, fifty women, fifteen men, and one hundred and thirty-five boys were released on parole.

Three causes—Parole, Probation and Prohibition—have diminished the population of our county jails.

The practice of electing the inspectors of the county prison by the voters is not to be commended. The terms are short so that the inspectors barely get somewhat familiar with the institution before a new Board is chosen. With every shift of the political situation, the warden whom the

inspectors appoint is liable to be removed. Such institutions need able superintendents of constructive proficiency,—men who have rare powers of leadership. Neither the warden nor the managers should be changed with the whim of petty politics. (See Report Northampton County.)

#### **BLAIR COUNTY—Hollidaysburg**

Visited Sept. 10, 1919.

On the day of inspection there were 31 prisoners, fourteen of whom were convicts.

By a state enactment, the County Commissioners are the managers and they appoint the warden, who supplies food to the prisoners at the daily rate of 45c for each prisoner. Breakfast and supper consist of the usual bread and coffee. Bread is supplied in slices usually in the shape of a molasses sandwich. By rule some meat is supplied every day which is usually boiled or stewed with vegetables. We have condemned the fee system in unmeasured terms. It is altogether wrong in principle to farm out paupers, insane or convicts at any stipulated sum per diem unless at the same time a fixed dietary is prescribed. But this system is liable to abuse under any conditions. Pay your caretakers a sufficient salary and let the provisions be supplied by contract. The invariable result is that the expense to the taxpayers is lessened and the food is more satisfactory.

The building is of an old-fashioned type. The windows are mere chinks and the corridor is lighted by holes in the roof. No lighting arrangements in the cells. Sanitary arrangements are fair, but it seems necessary to resort to a general flushing of the waste pipes twice every day.

We should urge a new prison if we did not expect that within a few years no convicts will be confined in the present county jails.

The prisoners are in the central hall or court for eight hours every day and are allowed once weekly to spend an hour in a rather dismal looking yard. There are 168 hours in a week, fourteen hours of which the prisoners spend in the corridors and one hour in the yard.

Those who have money may buy additional provisions twice in the week.

A wooden door separates the women from the men.

There is abundant room in the corridor for a table on which the prisoners might have their meals served. Cell feeding is the regulation.

One or two of the prisoners assist in domestic service. It is to the credit of the Managers that ten of the prisoners have been requisitioned for work on the highways.

Estimating the average number of prisoners in 1918 at 39 per diem, the average annual cost to the county of each prisoner was.....\$228

The maximum sentence in this prison is 364 days, and the parties responsible for imposing a sentence to idleness for 364 days ought to be dealt with.

Bread is bought, but it would give some employment to some prisoners and result in economy if they should establish a bakery in the prison.

Expense of supporting prisoners at other institutions, 1918.\$18,093

Expense of making report to Board of Public Charities.... 20

#### **BRADFORD COUNTY—Towanda**

Visited Aug. 22, 1919.

There were nine male prisoners on the day of inspection, of whom three were convicts.

There is no opportunity for exercise in the open air. The prisoners have the freedom of the corridors every day. Rather a gloomy prison. The county officials should give early attention to the bathing arrangements.

The women, when they have any, are segregated but must pass through the men's quarters in order to reach their apartment.

For breakfast and supper, they enjoy bread, syrup, coffee and potatoes, and sometimes tea. They pay 35c per pound for their coffee, hence it is of fair quality. Meat is furnished for dinner three or four times



weekly. The sheriff receives 40c a day for each prisoner for the food supplied.

Bedding consists of mattress on springs with a blanket or two. In most civilized prisons sheets and pillows are furnished.

#### BUCKS COUNTY—Doylestown

Visited, Dec. 12, 1919.

Prohibition and parole have decreased the number of prisoners.

Here we learned that one effect of Prohibition was to lessen the morale of the inmates. Many of the thirty day "drunks" were a rather decent sort when they recovered from the effects of their potations. Those who are now confined have committed more venial offences and are not so trustworthy. Still we shall not advocate the opening of the saloons in order to improve the morale of the inmates of our prisons.

There were 21 male prisoners and two female prisoners on the day of inspection. The women are entirely separate from the men. The main wing for the men consists of a wide corridor with twelve large cells on each side. Each cell has an electric light. The windows are chinks. The bedding consist of a fairly comfortable mattress on iron slats with a blanket. They ought to have sheets and pillows. They have ample room and time for laundry work. Twice a day they are served with bread, syrup and coffee mixed with some substitute. Meat is supplied in the shape of a stew thrice each week and bean soup furnished on other days. The sheriff is paid 40 cents a day per prisoner for supplying provisions. He is not getting wealthy as a landlord but the system is a vicious one. They have a good bakery.

The sanitary arrangements are antiquated. Water is drawn in buckets for flushing the closets. This system could easily be changed.

The inmates generally gain in weight. This is in part due to the exercise which they take daily in the yard. Daily the prisoners are in the open air for eight hours swinging sledge hammers at the stone pile. No particular stunt is required. This feature in Bucks County is unique and is a vast improvement over the idleness so prevalent in the other prisons of the Commonwealth.

#### BUTLER COUNTY—Butler

Visited June 14, 1919.

Nineteen inmates, all convicts, rather more than usual for this county. Some of them had been guilty of the illicit sale of whiskey.

They have no yard for recreation and no work to do.

Let other wardens note the food program:

Breakfast—Bread, butter, oatmeal with milk, coffee with sugar.

Supper—Bread, butter, fruit, tea.

Dinner—Soup, relish, vegetable, bread. Meat twice weekly.

Cooked and served by the sheriff's wife, who is more devoted to humane principles than to pecuniary profits. The prisoners have the privilege of buying extra supplies, but the food supplied is ample for their necessities. The sheriff receives 50c per diem for each prisoner thus boarded.

Letters are delivered unopened, but letters going out are inspected. Letters ought to be inspected when received. The prisoners will generally sign a paper releasing the sheriff from the U. S. penalty for opening letters, and if the prisoner refuses the sheriff will decline delivery till the prisoner is released.

To confine nineteen men without work is equivalent to nineteen offences against the welfare of society.

**CAMBRIA COUNTY—Ebensburg**

Visited July 18, 1919.

Here we find one of the few well-managed county prisons in the State. The Warden is appointed annually by the Prison Board and retains his position during good behavior. A sheriff who is not elected with special reference to his ability to manage an institution can not be expected to succeed so well as a prison manager as one who is chosen for that specific purpose.

Food is allotted to the prisoners in accordance with their classification. Three classes of prisoners are recognized. 1. Vagrants, drunks, etc., held for short terms. 2. Those sentenced for a term of several months up to three years. 3. The workers.

Rather a scant portion is supplied to those of the first class mentioned. Their presence is not welcome. A sufficiency of food is given to those of the second class who are kept in enforced idleness. The workers have a rather substantial dietary. The average cost of the food each day for a prisoner in 1918 was 10.4c. Note that, all ye wardens and sheriffs, who are supplying nothing better, and even a more scanty supply of food, for from forty to fifty cents per day!

Net cost of the prison in 1918.....\$22,612

Overhead cost for each inmate by the day..... 43.3c

Take notice, ye taxpayers in other counties, where the overhead cost per prisoner is from \$2.00 to \$4.00 per diem.

In 1918 the authorities granted permission to the Warden to have some prisoners cultivate a few acres with the result that there were produced potatoes, onions, lettuce, radishes, peas, beans, corn, turnips, cabbage, cucumbers, cauliflower, etc., to the value of \$1,826, at an expense of \$636, showing a clear profit of \$1,190, and very greatly adding to the variety and healthfulness of the daily menu.

The workers eat at tables, and if such facilities could be provided, the warden would gladly abolish cell-feeding altogether.

There were 110 men and eight women incarcerated on the day of inspection.

The average attendance in 1918 was 144.

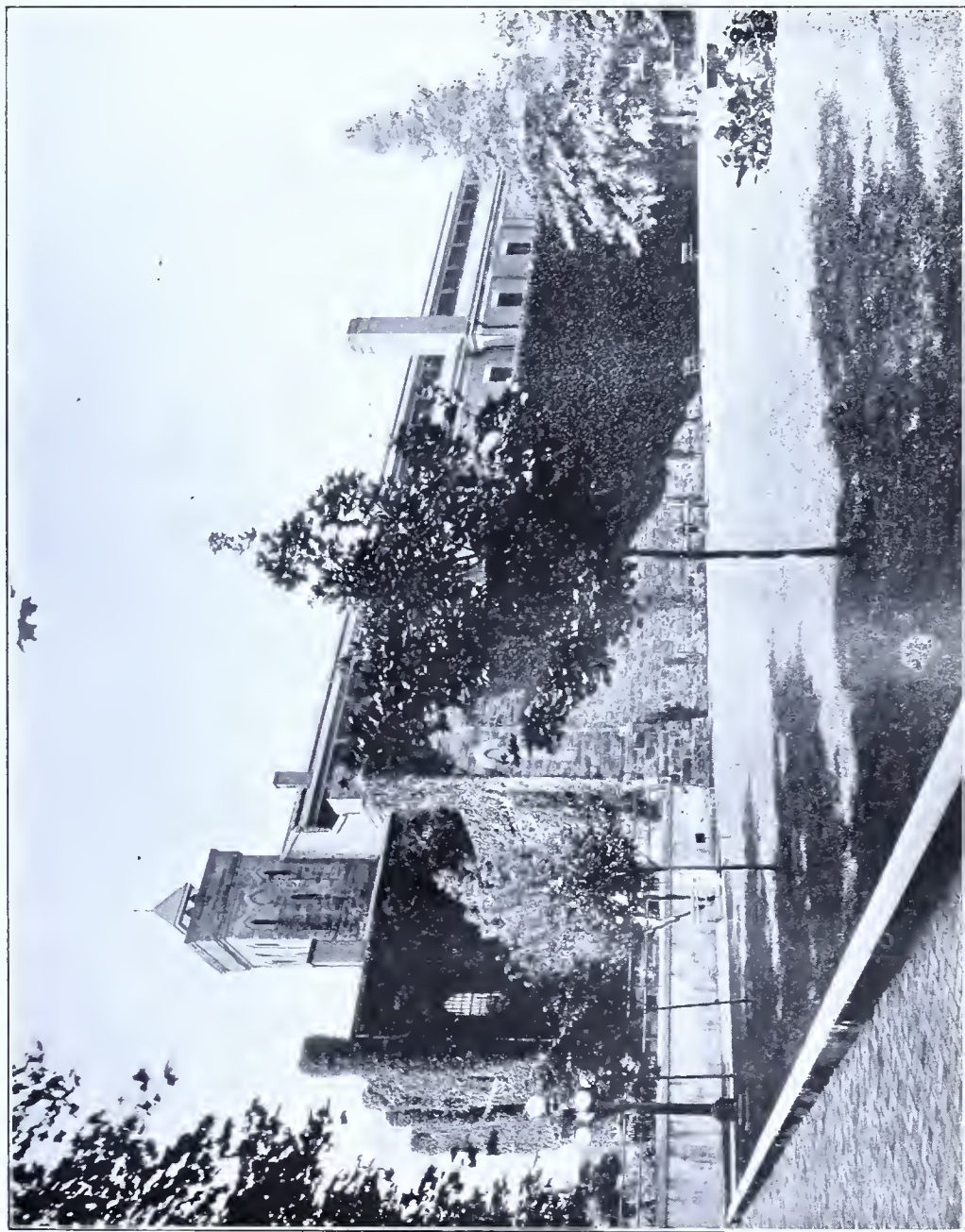
Some prisoners are paroled, usually under supervision of the warden, and in 1918 the amount received from paroled men in the line of costs and fines was \$12,222, all of which prior to the operation of the parole law would have been lost, to say nothing of the expense incurred in retaining in prison the paroled men and also the demoralization resulting from confinement in idleness.

There are two grievous faults. While the prisoners are allowed the freedom of the corridors for several hours each day, they have no place of exercise in the open air and quite a number are confined in this institution for one year or longer.

Unemployment of over one-half of the inmates is to be deplored. The occupations are, domestic service about the plant, farming and some work on the roads. All very proper employment, but the warden's best efforts result in the employment of less than 40 per cent. of the inmates and many of these are not continually at work. We estimate that about 30,000 days' labor is wasted at this institution by the system of idleness which is forced upon the county prisons of Pennsylvania. This labor ought in some way to be utilized. Now that the contract system of employing prisoners has been abolished, surely some method of using this energy, now wasted, may be devised which will in a satisfactory way meet the objections of the Knights of Labor.

We nominate the warden of this prison for the superintendency of one of the industrial farms which the Commonwealth should soon establish for the betterment of the county convicts.





CAMBRIA COUNTY PRISON.



Through the efforts of the warden a neat little park has been laid out adjacent to the prison, a view of which we are pleased to present in this issue.

Prohibition has certainly diminished the commitments in this county.

#### CAMERON COUNTY—Emporium

Visited July 10, 1919.

Three prisoners, two of whom had been convicted, were found, who resided in the basement of the sheriff's residence. No special bathroom, but other sanitary appliances reasonably good. Mostly above ground, yet rather gloomy and damp.

No opportunity for exercise in the open air. The sum of fifty cents per diem for each prisoner is paid to the sheriff, who furnishes a sufficiency of provision.

Breakfast—Cereal, bread, butter, coffee, sugar.

Supper—The same as above, except some vegetable instead of cereal.

Dinner—Soup and vegetables. Meat twice weekly.

The prison is good enough for detention of a few days, but if the county officials are intending to continue the practice of sending men to the prison for one to nine months, they need different arrangements.

#### CARBON COUNTY—Mauch Chunk

Visited Aug. 26, 1919.

For many miles the Lehigh River flows through a canyon whose steep walls are usually over a thousand feet in height. At a few places there are breaks in this wall when a narrow chasm with high banks of its own furnishes drainage for the upper country and also access thereto. Along one of these narrow valleys is built the town of Mauch Chunk, the county seat of Carbon County. About one-fourth of a mile from the river, up the winding rift in the mountain side, is built the county prison of the olden type with a turreted tower in front. Nineteen prisoners were found in this gloomy structure, where both on account of the hills on either side and the almost total absence of skylights, the inmates live in the shadows. There is a small yard, rather unkept, in which the men occasionally may enjoy fresh air. They are generally allowed to remain for eight hours each day in the inner corridor. Nine of the men were awaiting trial. They eat in cells, though there is ample space in the corridor for a table, which at other times could be used as a writing table.

The food program is quite monotonous. Breakfast and supper—Bread, molasses, coffee. Dinner on the day of inspection: Cabbage, potatoes, meat, the latter being served thrice weekly. The sheriff receives forty-five cents daily for each prisoner supplied with food.

Expenses of this prison for the year 1918.....\$3,578

Expenses for convicts at other prisons..... 5,242

The prisoners should have pillows. They are supplied with other necessary bedding.

One man is serving a sentence of ten months. Entirely too long for a jail of this kind. The time is hastening when it will be impossible to sentence a man or woman to such a jail for a longer time than thirty days.

#### CENTRE COUNTY—Bellefonte

Visited Aug. 21, 1919.

Four prisoners were found, three of whom were being detained for trial. The average daily population in 1918 was  $10\frac{1}{4}$ .

For boarding prisoners the sheriff receives fifty cents.

Total expenses for provisions in 1918.....\$ 1,943

Other prison expenses in 1918..... 1,691

Expense for convicts in other prisons..... 10,153

They are supplied with sufficient bedding, except sheets.

All day long the prisoners, unless by chance they have a lunatic or a dangerous criminal, have the freedom of the corridor and a small yard, which they share with the chickens.

It costs the county forty dollars to prepare the annual report for the Board of Public Charities.

The arrangements for segregating the men from the women are unsatisfactory.

A better skylight is needed.

Prisoners have been employed in mowing the Court House lawn and in gangs, under the care of the son of the sheriff, have worked on the roads.

The effort to find employment for them is commendable, but the prison should be condemned as an institution to which men may be sentenced for thirty days or more.

#### CHESTER COUNTY—West Chester

Visited Oct. 7, 1919.

One of the best of the older prisons. Built in 1839, but now equipped with modern improvements. Heated by steam. A wing was more recently constructed for women prisoners. This is of concrete construction and the ordinary jail appearance is almost wholly lacking.

There were sixty-five inmates on the day of inspection, of whom seven were being held for trial. Average daily population in 1918, 64.

The diet is plain, but is cooked well. The men eat in cells and it would probably be regarded as a serious innovation to have them eat at tables placed in the corridors. They manage to do this in the prison in Mercer County and in Westmoreland County to good effect.

They bake bread of excellent quality. 1918 1919

The total daily cost for each prisoner.....53.6c. 63.4c.

Of which the cost of food was.....18.2c. 19.1c.

The cost in 1919 is somewhat higher, but it is readily seen that a plain menu need not cost fifty cents per diem. Prisoners may have fruit sent to them or may purchase fruit only, if they have money.

This prison is more nearly self-supporting than any prison in the Commonwealth. For many years the earnings were sufficient to meet the expenses of management, except the amount paid for salaries. All the men are at work, being engaged in caning chairs, weaving carpet, weaving a plaid of neat pattern for their uniforms or in domestic service.

In 1918 the sales of carpet amounted to \$7,255. 1918. 1919.

Whole number sentenced by Court..... 122 95

Number sentenced for less than one year..... 102 66

“ “ from one to two years..... 16 20

“ “ from two to ten years..... 4 9

So long as regular work is furnished to the inmates the Court is justified in sending convicts to the county prison rather than to the penitentiary, where just now there is scant opportunity for employment.

The rules at one time forbade conversation, a rather absurd regulation, but at present the rule seems to be honored in the breach rather than in the observance. To condemn men to silence for some months or years is a relic of barbarism.

It is unfortunate that the institution has so little space for taking exercise in the open air. Most of the prisoners are within the walls of the building from the time they enter until they are discharged. We recommend that during the religious services on Sabbath the prisoners be allowed to sit in the corridors.

#### CLARION COUNTY—Clarion

Visited July 12, 1919.

In 1918 the average number of prisoners held in the county prison did not exceed three by the day. One convict and one untried prisoner were held on the day of inspection.



The prisoners receive an abundance of food, based on the diet of the average farmer, except that recently the amount of meat has been diminished. The sheriff is paid seventy-five cents daily for each prisoner. Since an act of the State Legislature allows fifty cents as the maximum fee, we may consider twenty-five cents of the sum granted as a compensation for care and service.

There is no yard attached to the prison.

The bedding is deficient in pillows and sheets.

In 1918 prison expenses.....\$ 951.00

“ “ repairs ..... 1,821.00

“ Expenses for prisoners at other prisons ..... 3,115.00

#### CLEARFIELD COUNTY—Clearfield

Visited Aug. 30, 1919.

The number of inmates was twenty-six, of whom only two were convicts.

In some counties there is no court of any kind during the months of July and August, hence prisoners, who are unable to secure bail, accumulate till court opens in September and in some counties in October.

The structure is antique with inside corridor, poorly lighted, but with fair bedding and sanitary accommodations. Marking on the walls should be forbidden.

The daily average in 1918 was twenty-one. Prohibition has resulted in greatly decreasing the number. The prisoners have the usual prison diet, for which the sheriff receives from the county fifty cents daily for each prisoner.

The net cost of maintenance in 1918..... \$5,106.00

Annual cost each prisoner..... 243.00

Daily overhead cost each prisoner..... Plus .66

Expense of supporting prisoners at other prisons..... 13,722.00

There is no work for the prisoners, hence no one should remain in such a place more than thirty days, though they have been sentenced for one year of idleness in this prison. Such detention is an outrage.

#### CLINTON COUNTY—Lock Haven

Visited Aug. 21, 1919.

Four men and two women were imprisoned, one of whom was held for trial.

The daily average attendance in 1918 was nearly sixteen persons, who had no employment, except occasionally in assisting with the housework, who were allowed to spend a part of every day in the open air, who ate the better than usual prison fare at a table, who had no opportunity to take a hot bath and might remain there for a year, and for whose victuals the county was charged fifty cents per diem.

There is a charge made of twenty dollars for preparing the report for the Board of Public Charities.

To maintain a prisoner there for one year costs the taxpayers \$264.

For inmates sent to other prisons the county in 1918 paid \$10,682.

No one should be sentenced to this prison longer than thirty days. Why? Idleness spells demoralization.

#### COLUMBIA COUNTY—Bloomsburg

Visited July 2, 1919.

There were six prisoners at the time of the inspection, one of whom was awaiting trial. The average daily number in 1918 was 10 1-3.

The cost of maintaining the prison in 1918 was \$2,963.48, or for each prisoner the sum of \$286.79. For a small prison this is not exorbitant.

The sheriff is to be commended for his effort to provide fresh vegetables for those under his charge. Around the prison there are a few hundred square feet of space, every available part of which is utilized for



garden or for a poultry yard. The sheriff receives a fee of thirty-five cents for supplying food, a fee which is as low as any other prison, Lebanon excepted, but with the aid of his garden he manages to keep within his allowance. Meat is supplied once a week in the summer time.

To make out the report for the Board of Public Charities costs ten dollars.

For prisoners sent to other prisons the charges in 1918.....\$4,919.

While we may deplore the lack of regular employment, in consideration of the efforts of the caretaker to find some work for the men and to give them opportunity for recreation in the open air, there are some redeeming features to chronicle about this prison.

#### **CRAWFORD COUNTY—Meadville**

Visited July 14, 1919.

No prisoner was confined in this prison on the day of visitation.

The average number the year previous was fifteen.

Some forty or fifty have been released on probation and a few on parole.

Prohibition is having its anticipated result.

Even with a fairly good bill of fare, the institution has no boarders.

Breakfast—Bread, coffee, cereal, milk, sugar.

Supper—Bread, tea and some relish.

Dinner—Meat two or three times weekly. Vegetables always.

The fee, forty-three cents.

The total expense in 1918.....\$2,850.00

Or annual expense each prisoner..... 190.00

They send more of their prisoners to other institutions as the bill may signify..... 9,296.51

As there is no employment, the court should send as many as possible elsewhere. No yard, but freedom of corridors is allowed. The cells are cages.

#### **CUMBERLAND COUNTY—Carlisle**

Visited Aug. 5, 1919.

Seven men and one woman were languishing in this jail with plenty of time to consider their sins.

They lounge about the inside corridor most of the day, but are taken out in the yard for one hour daily.

They assist in domestic duties.

They engage in unhallowed conversation.

They remain here from a few days to one year.

The reformatory influences are scant.

For breakfast and supper they receive one-half of a pound loaf and some warm drink brewed from a mixture containing a goodly proportion of coffee. For dinner a meat stew with vegetables. Fee in 1918 was 30c; in 1919, 35c. The turnkey takes additional orders from those who have the cash.

The bedding is deficient in sheets and pillows.

The redeeming feature is the use made of the parole privileges. In 1918, 41 prisoners were placed on parole. Probably only those were detained who were awaiting trial or who were deemed to be unworthy of parole.

It would be both economy and a blessing if an acre or two could be secured where the prisoners could produce a large part of their sustenance.

#### **DAUPHIN COUNTY—Harrisburg**

Visited June 17, 1919.

For jail population this County ranks third in the Commonwealth.

On the day of inspection there were 134 men and 13 women, nearly all of whom were serving an imposed sentence, some for a few days, some for

one year or more. Thirty-two of the prisoners were employed in domestic duties. Some had been employed on the State Highways under appropriate guard, and had earned at the rate of 25c per diem the sum of \$1053. A few had been employed on the almshouse farm. The warden had exerted himself to find employment, and yet nearly three-fourths of the inmates have wasted their energies and undermined their morale in listless inactivity. In this prison about 30,000 days annually are frittered away. Good business sense would contrive some way whereby these men would earn their sustenance. The cost of their maintenance in 1918 was \$31,061.

Will the people, or the voters of Dauphin County, continue for year after year to pay the bills for the manufacture of criminals, or will they by the aid of common sense, devise some method whereby these malefactors may work out their own salvation and maintenance? The problem is not insoluble.

The inmates breakfast and sup on bread, coffee and syrup.

They dine on soup, meat, vegetables, invariably.

They bake bread in the prison, and the quality is fine.

Food is supplied at cost price, the fee system having been abolished in 1913. The prisoners may buy certain standard foods and may purchase or receive any sort of tobacco, except cigarettes, which are strictly barred.

There is a small yard in which they exercise for an hour or two daily.

The bedding lacks the complete paraphernalia.

The Court at Harrisburg is not convinced of the benefit of parole. An invalid may be paroled. Some are released on probation.

The old law for imprisonment for non-payment of fines appears to be in vogue. Unless the fine is paid, the finnee spends **thirty days in prison, if fifteen dollars or less; ninety days, if over fifteen dollars.** Many counties allow those who are unable to pay fines to be released on promise of paying a small amount each week or month, and in this way some counties have collected thousands of dollars which otherwise would have been lost. Let us suppose that a man is fined twenty dollars. In default of payment he is committed to prison. The county loses the fine and pays the board of the man so long as he is imprisoned. Suppose he is released on condition of paying the fine at rate of one dollar weekly. In nine cases out of ten the fine is paid. Which is the better way for both the man and the county? Which method is the more sensible? Which plan evinces greater business sagacity?

It seems that the land was granted to the county to be used as a prison. This plot may revert to heirs if the prison is removed. We venture this suggestion. Retain the prison as a place of detention for those awaiting trial or bail, and for those sentenced for a few days. Establish some comfortable barracks on some farm in the vicinity where the convicts are to be sent. Prison farms are annually increasing in number and they are sometimes remunerative. Quarrying, stone-crushing, and one or more industries in addition to agriculture should give ample employment. If the returns allow, the inmates should share the proceeds. Adjacent counties could make contracts to have their convicts sent to said Industrial Farm. This plan is not novel in Pennsylvania. A number of counties in the western part of the State send convicts to the Allegheny County Workhouse. In the year 1918 the receipts at this Workhouse for caring for prisoners from other counties were \$52,812, and there were still due \$13,380.

In due time the labor of the prisoners may be utilized in constructing more substantial concrete buildings if the farm proposition is adopted.

#### DELAWARE COUNTY—Media

Visited Nov. 11, 1919.

The prison is antiquated. The present warden has put in new skylights, has greatly improved the sanitary arrangements and has taken the looms

from the cells to a separate building in the jail yard. What is needed is an entirely new plant, or at least a thorough renovation within the walls.

Every part from cellar to garret needs reconstruction. They ought to have entirely separate quarters for the women prisoners.

Shall a new and elaborate prison be built at the present site? No.

The plot of ground is too cramped for the best type of modern prison. The structural iron men are cunning and are able advocates of their handicraft. There is room for a 4-story structure of iron and steel and some to spare. They can put a lot of cages with every device for security and the convenience of the keepers. They can guarantee light, warmth, sanitation. And when it is all done, you will have a palace suitable for a collection of lions, chimpanzees, catamounts and hyenas. It is difficult for any civilizing influence to penetrate into such a structure.

The expense is too great for the erection of a style of building which already in many quarters is being condemned.

Build some dormitories suitable for those who are detained for trial or who are held for a few days. You will need some cells for the lunatics and the obstreperous. Some part of the old buildings can possibly be altered for this purpose.

Buy a farm. Erect reinforced concrete buildings thereon, using the prisoners to do most of the work. It will take from three to five years to get the farm and buildings ready to receive all the convicts. Meanwhile the products of the farm will furnish most of the provision for the prisoners. The expense of this operation will extend over some years and should impose no great addition to the taxes. Much of the material for construction will be found on the farm. Men will live in the meantime in cottages, in semi-barracks. They will have regular employment and will be subject to such rules as apply to labor in any well-regulated community. They will have a sort of communal life. This is no idle dream, for the experiment has been successfully tried. In time the institution should be self-supporting.

The net cost of maintenance was reported in 1918 to be....\$50,071

The average daily population was..... 143

The annual cost of each inmate almost..... \$350

In the State of Indiana, the farm for county convicts cuts the cost of maintaining the convicts about one-half at the end of the third year. After five years of operation, the cost was reduced to one-third of the former cost. The greatest gain arose from the restoring effects of the new treatment. Recidivism has greatly decreased.

Find your man. It takes a person of force and enthusiasm to push this project to a successful consummation.

The cost of the food for each prisoner per diem in 1918 was 17c.

Whatever may be built, it is to be hoped the prisoners will eat at tables in the new structure. The food appears to be sufficient. From the farm which they have rented they get an abundance of milk, so that is very often served for a part of the dinner. They bake bread. The privilege of purchasing additional articles of food is not granted. Where the food is sufficient and nourishing, it is better that the prisoners should not be pampered with additional supplies. Suitable food is given to invalids.

The convicts wear plain suitings of cloth woven at the prison.

The sales of carpets and rugs in 1918 amounted to.....\$18,776

They have religious services every Sabbath, during which the prisoners remain in their cells. The minister does not see his hearers but his voice is supposed to reach into the cells, the door of which is open a hand breadth. This is an obsolete practice which will probably be discontinued when the new buildings are constructed, and a new regime inaugurated.



**ELK COUNTY—Ridgway**

Visited July 11, 1919.

Population—Nine men, one woman, six of whom were convicts.

On the day of inspection, the following menu was served:

Breakfast—Bread, coffee, cereal, milk.

Supper—Bread, coffee, beans.

Dinner—Potatoes, tomatoes, bread. (Meat is served four times each week).

The menu is subject to change every day. The sheriff receives a fee, 50c.

No opportunity for exercise in the open air. No employment.

Prison built 1888. A steel centre with inside corridor to which the prisoners have access during the day, and an outside corridor around the cages to which they have rare access.

The prisoners have good bedding on iron cots and their linen is washed weekly.

Convicts may remain here in reasonable comfort, but in absolute unemployment for one year. Such sentences are indefensible. If the counties will not provide properly for the offenders, the Commonwealth will provide for them. They are arrested for committing crimes against the "peace and dignity of the Commonwealth," not against the county. Perhaps, most of the counties will be much pleased to have the State deal with all offenders.

**ERIE COUNTY—Erie**

Visited July 14, 1919.

A large coop without yard. Four stories of steel cages, each range of nine cells with narrow corridor facing a larger area extending to the outer wall and as high as the topmost range. Sufficiently secure. The prisoners usually in each range have the freedom of the narrow strip in front of the nine cells of the range. Here a prisoner may be "cribbed, cabined and confined" for one year. Incontrovertibly, a wrong policy. The cubicle in which he sleeps contains 384 square feet, and sometimes it happens that two men must be confined for the night in one of these cells.

Population 59 men, 11 women.

Average daily population in 1918 estimated at 113.

Breakfast—Bread, coffee. Supper—Bread, tea.

Dinner—Soups almost daily. Concocted with some reference to calory value. One-half pound meat four times weekly.

For preparing and serving these meals the daily fee is fifty cents. The sheriff's recompense formerly was three dollars per week, but was raised in May, 1919, to \$3.50. It appears that the sheriff in this county is expected to earn a portion of his living by the profit from boarding the prisoners, and probably to meet from the same profit some of the jail expenses. Making some estimate in accordance with figures furnished by some other of the larger prisons where the actual cost of the food is paid by the county, the profits on boarding the prisoners may be estimated at from eight to ten thousand dollars per annum. This may not be considered an undue recompense if the sheriff's obligations are to be taken into account. But the system is utterly wrong. As soon as possible an arrangement should be made whereby the county may pay the exact cost of the food and may reward the sheriff by some other method. It will be found that the county is the gainer by such arrangement and that the prisoners will not suffer.

The net cost of maintaining the county prison in 1918.....\$29,539  
(This sum includes the commitment and discharge fees.)

The average annual cost of each prisoner approximately... \$261

We are glad to learn that many citizens of Erie County are studying the penal problem as it looms up in Erie County. They are ready to establish an Industrial Farm if other counties in their district will unite with them. Economy and social justice are involved in solving the problem.

Making the annual report to the Board of Public Charities.  
costs ..... \$40

Erie County has a large bill to pay for the offenses of its citizens.

For transportation and support at other institutions.....\$49,320

Total annual cost.....\$78,859

A prison bakery would furnish useful employment to a few prisoners, and would in addition prove to be an economical measure.

This does not include numerous court expenses directly connected with the dispensation of justice to misdemeanants.

We are sure that a large part of this expense will be saved by the establishment of an Industrial Farm for convicts.

A few prisoners have been paroled who make reports to officials designated by the Court. Forty-four offenders were sent to the Allegheny Workhouse for whose support the county pays probably, 85c per diem. If any of these are convicted of desertion, the county pays an additional 65c per diem to the plaintiff. For this purpose only \$62.40 was paid in 1918.

(For comparison, see reports for Fayette and Luzerne Counties.)

#### FAYETTE COUNTY—Uniontown

Visited July 17, 1919.

Number of prisoners on the day of inspection.....124

Average daily number of prisoners in 1918.....115

This prison is under the care of a warden and the bills for provisions are paid by the Commissioners. The warden receives a salary and is not obliged to support himself and family by the profits of boarding the prisoners on a fee system. Until the last two or three years, it was the custom to furnish to the prisoners only two meals daily. On the day of visitation there was the usual prison breakfast, namely, bread and coffee. Dinner—Beans and potatoes. Supper—Vegetable soup with meat, bread. Liberal allowance of meat on the Sabbath. Probably not as much meat is served as in the prison at Erie, still some comparison will be interesting. The average daily number of prisoners was nearly the same in 1918 in each county.

In Fayette County the daily cost of the food per prisoner was 21c

In Erie County the taxpayers are charged daily for each  
prisoner ..... 50c

Including all expenses of the prison the annual cost per prisoner in Fayette County.....\$164

Including all expenses of the prison the annual cost per prisoner in Erie County.....\$261

Remember that Erie County uses the fee system and the figures above quite clearly indicate that the additional \$97 for each prisoner paid by Erie County is almost directly the result of the fee system. Erie County pays over \$17,000 more than Fayette County each year, a sum which for the most part represents the profits arising from boarding the prisoners at 50c per day instead of paying the actual cost of the provisions supplied. Why do not the Commissioners or the Prison Board of Erie County abolish the fee system? Surely it is not to be supposed that an efficient Board would perpetuate a system in order to reward some astute politician. The practice may be due to dense ignorance. Note that the total expenses in Fayette County include the salaries paid to the warden and his assistants. Moral: Let the authorities in Erie County divorce the management of the prison from the office of the sheriff and employ a warden, who will perform his duties for a salary. Result will be greater economy and no temptation to stint the supply of food.

In Fayette County prison there are no employments other than domestic.

We recommend that, as a measure of economy, they construct a bakery, and cease to buy bread.



But efforts have been made to find employment outside of the prison walls. In 1918, 132 prisoners worked on the roads, and 194 worked on farms. No wages were paid; however, the sentence of a worker was shortened one day for each day he worked. We recommend this plan to the notice of judges and parole officers throughout the State.

Occasionally the county pays 65c daily to the plaintiff in cases of conviction for non-support. In 1918 the amount thus paid was \$135.20.

A number of prisoners have been paroled, generally to attorneys. If this plan means that a prisoner with money has better opportunities for parole than a penniless convict, we would remind the citizens that justice ought to be meted out to rich and poor alike.

There is no yard for exercise. During the day the inmates may spend much of the time in social amenities in the corridors.

Except for an ample supply of blankets, the bedding is scant.

The commitments in 1918 were 2,622.

Net cost of maintaining County Prison in 1918.....\$18,614.88

Expenses for inmates in other prisons.....\$42,939.23

Total annual cost for inmates of penal institutions.....\$61,554.11

#### FOREST COUNTY—Tionesta

Visited Aug. 19, 1919.

Number of prisoners confined on day of inspection..... 0

Average daily number of county prisoners in 1918..... 0

Cost of boarding the prisoners in 1918..... 0

It has not been difficult to tabulate the criminal statistics in Forest County.

If the sheriff should have any prisoners he would feed them from his own table and charge the county 50c daily for each prisoner boarded.

The prison is a part of the residence of the sheriff, and the vacant rooms testify to the absence of criminal proceedings. The three P's, Probation, Parole and Prohibition, have aided in emptying the jail.

#### FRANKLIN COUNTY—Chambersburg

Visited Aug. 5, 1919.

There were 25 male prisoners on the day of our visit. The daily average number in 1918 was nearly 30.

Annual cost of maintaining a prisoner in 1918 was \$215.

The sheriff receives 35c daily for each vagrant he supplies with food, and 40c for other prisoners who are supposed to be of higher rank.

Total expense per day for each prisoner averages about 59c, which is considerably lower than most counties. The provision cost is often less than one-fourth the other expenses, indicating more princely salaries or more luxurious accommodations. Here the cost of provisions is nearly 60 per cent. of the total cost, proving an economical administration.

At this prison for breakfast and supper, bread and coffee are served. For dinner, vegetable soup enlivened with meat twice weekly. Vagrants have a more simple diet.

The prison is a three-story structure with cells placed back to back, thus making two distinct divisions. In the lower story the cells open directly upon an outside corridor. The upper ranges open upon narrow corridors communicating by stairways with the main area.

Happiness did not reign at the time of the visit. Some prisoners had been using the wire taken from the spring cots in the endeavor to dig or excavate their way to an unlawful freedom. So nearly all prisoners were confined in their cells, the furniture mostly being removed therefrom. The prisoners had a blanket on the floor, and were without other furnishings.

At a previous visit the relations between keepers and prisoners were the reverse of cordial. When the prisoners are "good," they are allowed the freedom of the main area from 6.30 A. M. to 9 P. M. Those wardens get

along with less friction and worriment who establish pleasant relations with the prisoners. A tactful guardian adopts such a policy.

Information was given that the forbidding dungeons with strap and chains were no longer used.

The prison is rather insecure.

Other than a little domestic assistance, there is no employment. Prisoners are rarely kept more than a few months. The confinement of human beings without employment even for a few days has demoralizing, degenerating tendencies.

The county official whose duty it is to collect fines from those who are released with privilege of paying fines and costs by instalments reports failure. Too often the fines abscond. They work it better in many other counties.

#### **FULTON COUNTY—McConnellsburg**

Visited Sept. 13, 1919.

Nobody in prison. No one goes to prison in this county, except in very rare instances. Total expense in 1918 was \$392. For prisoners sent to the penitentiary the cost was \$752. Total criminal expense for maintenance was \$1,144.

The prison is a shabby structure connected with, or a part of, the residence of sheriff who supplies a prisoner from his own table at rate of fifty cents per diem. A rule of a former sheriff forbade the purchase of additional provisions except candy. There is an upper floor, a lower floor and a dusty weedy yard. As a place of confinement for human beings, this prison except for a very brief interval should not be used. No bathing facilities. Lighted at night by a coal oil lamp.

#### **GREENE COUNTY—Waynesburg**

Visited July 16, 1919.

Average daily number of prisoners in 1918.....3½

Number of prisoners day of inspection.....0

Five cells for men, two for women.

Good bathing arrangements, but no toilet in cells. The Commissioners should improve the sanitary accommodations.

Neither sheets nor pillow cases furnished.

A small amount of tobacco is supplied to each prisoner who so desires.

No employment of note.

Prisoners eat at table and are supplied from sheriff's own cuisine, except meat is a part of the dietary only twice weekly. Fee system, the sheriff receiving 50c per diem. Prisoners spend the days in the corridors, there being no yard attached.

The preparation of the report for State Board of Public Charities costs \$20.00.

The prison should be used only as a place of temporary detention.

#### **HUNTINGDON COUNTY—Huntingdon**

Visited July 18, 1919.

On the day of inspection there were 19 male prisoners, of whom four were being held for trial. If the county is expecting to entertain twenty or more inmates by the year in this institution, they should build a prison with improved accommodations. For an old prison it is not superlatively bad. The cells have an outside window chink, the doors opening into a corridor from which there is access to a walled garden to which there is free admission for the inmates. Tub and shower bath, fair ventilation, poorly lighted, bedding consisting of mattress, blanket and pillow on iron slats. The parole law is occasionally invoked. Under the fee system—45c being paid. The meals are better than are usually supplied. In addition to the customary "bread 'n coffee" breakfasts and suppers, they supply hominy for breakfast and frankfurters for supper. Soup with vegetables for dinner with meat at times.

The Court sometimes sentences a prisoner here for one year. This is an absolutely wrong practice, since there is no employment except peeling potatoes, scrubbing floors, and the like.

#### INDIANA COUNTY—Indiana

Visited July 18, 1919.

Seven men and one woman were incarcerated, the woman being remote from the men. A three-story set of cages with doors opening on an interior corridor, with an outside corridor around the cages, the whole enclosed by wall and roof. The same fee is paid for feeding the prisoners as in Huntingdon County, but the daily bill of fare is inferior. "Bread 'n' coffee" breakfasts and suppers, vegetable dinners with meat once a week. As in most prisons, the inmates, if in funds to do so, may purchase extra supplies or their friends may furnish their needs. The sentences are not over six or seven months, and even such sentences are entirely too long for a man or woman to be detained in idleness at the expense of the county. The inmates assist in the laundry and in keeping the place commendably clean.

The net cost of maintaining the prison in 1918.....	\$5,773
Maintenance of prisoners sent to other institutions.....	\$11,535
Total maintenance of prisoners.....	\$17,308

#### JEFFERSON COUNTY—Brookville

Visited July 11, 1919.

An old prison with nineteen cells.

Three men confined, all held for trial.

The average daily number of prisoners 1918 was 6.

The fee system is in vogue, 48c being paid. For this amount per diem the sheriff supplies a prisoner with bread, coffee, molasses and fried mush for breakfast. Same without mush for supper, and a vegetable dinner, enlivened with meat once weekly.

The overhead cost daily for each prisoner is about 95c, or by the year \$347. The cost of maintenance of the prison 1918, \$2,048. For maintenance in other prisons, the county paid \$5,870. Light, ventilation, toilet and bathing facilities, all satisfactory, but the bedding is fair only.

There is no employment, hence a confinement of a few days is amply sufficient for such a prison.

#### JUNIATA COUNTY—Mifflintown

Visited Sept. 9, 1919.

One convict and one untried prisoner were confined in this dismal jail on the day of inspection. There are six cells in an upper story opening into a central hall. It was reported that the average daily number held in 1918 in this unsanitary institution was over nine. There is absolutely no place for women except in one of these cells which may be locked day and night. In three of the cells there are some sanitary accommodations, in the others at night the bucket system is in use. There is one large cell into which they throw vagrants and ride-stealing passengers which are evicted from the rods and platforms of the cars on the Pennsylvania Railroad. This large cell has neither bedding nor sanitary accommodations. The room is usually filthy and can not be kept decent with any occupants. No truly civilized community should tolerate such a prison.

Let the Commissioners speedily authorize the construction of a small secure jail with a small yard and a stone pile. Set the vagrants to work in crushing stone for the highways.

The overhead daily cost of each prisoner is about 65c, of which the sums 35c, 45c, 50c respectively are paid for the daily sustenance.

Vagrants and illegal train-riders are supplied with a scant dietary at a daily cost of 35c. What marks the distinction between the 45c and the 50c daily portions deponent saith not. At any rate they get a cooked din-



ner every other day, alternating with some bread, coffee and something or other. There is one bath, not available for the train riders who need it most. The ventilation is poor, there is one electric light in the hall and the bedding in the better cells seems to lack sheets and pillow cases. There is a dungeon which we trust is rarely or never used. The institution itself is dungeon enough.

It is more than possible that the jail in Juniata county is the worst in the State.

Net cost of maintaining the jail in 1918.....\$1,525

A report issued by the county officials places the expense of maintenance at the Western Penitentiary and the Asylum at \$3,878, but there seemed to be no way of ascertaining what part of this sum was for convicts.

Fines are usually collected by the sheriff, to whom a commission is paid.

#### **LACKAWANNA COUNTY—Scranton**

Visited July 3, 1919.

One of the large county prisons of the Commonwealth.

Number of prisoners on the day of inspection was 95, ten of whom were women. Thirty-seven were being held till the Court should meet in October. For three months these men, some of whom were probably innocent, were held for trial. The number of untried prisoners was liable to daily increase till time of the sessions of the Court. In some counties, the Judges hold court through the summer weekly for the benefit of the untried who desire to plead guilty and to make an early beginning of serving their time. So far as the guilty are concerned, doubtless the Court in pronouncing sentence takes into consideration the time they have spent while awaiting trial.

Prohibition has undoubtedly tended to decrease the number of prisoners which in 1915 showed a daily average of 150.

About twenty of the prisoners assist in domestic duties. Aside from such service, there is no regular employment. The maximum sentence is one year, a very long time to be idle. We do not understand why the authorities and good citizens of Lackawanna County year after year permit the absolute waste of from 30,000 to 40,000 days' labor in their old Bastille. Sound business sense ought to prevent a large part of that loss, and at least place those delinquents where they could earn their maintenance. The fee system of boarding the prisoners has been abolished. The Prison Board expects the daily expense for food not to be over 20c for each prisoner. For this sum, in the summer of 1919, the following daily menu was supplied:—

Breakfast—Bread, prunes, coffee. Supper—Bread, tea.

Dinner—Meat five times weekly, vegetables, prunes with rice, etc.

Take notice ye sheriffs and wardens who claim that fifty cents per diem is too small an allowance!!

In no prison in the State, not excluding any State institution, is the clothing which the prisoners bring better cared for. Here they wear a uniform of khaki or plain cloth with inconspicuous stripe. Their own clothing is carefully labeled and placed on hangers on racks in a special room. Moths and vermin are exterminated. "When a man is discharged he finds his clothing in good condition, often better than when he arrived at the prison."

In the time of religious service the men sit in the corridors outside of their cells. No trouble has arisen on account of this permission. It is unreasonable to ask a minister to preach to blank walls and closed doors.

Some repairs have been needed for years. Let the Commissioners get busy.

#### **LANCASTER COUNTY—Lancaster**

Visited June 17, 1919.

Number male prisoners day of inspection.....	55
Number women prisoners.....	3
Average daily number 1918.....	84

Annual cost of each prisoner 1918.....	\$418.00
Daily cost of food each prisoner 1918 nearly.....	33c
Overhead cost each prisoner daily 1918.....	\$1.16

This prison appears to be managed on rather an expensive scale, and yet it is not due to extravagant salaries. The highest salary is \$1,200 and the total compensation including the small sums paid to the Inspectors amounts to \$12,911.

For some years we have noted that the apartments of the women were rather too near those of the male prisoners, but information was given that this defect is soon to be remedied.

The men are allowed to be outside of their cells some hours every day in a rather attractive yard and garden which they care for.

For breakfast the prisoners receive the usual bread, coffee, syrup. They have meat every day, served either with the soup or cooked with vegetables.

The bread is bought, and the quotation given was at six cents the pound, rather lower than elsewhere.

The population of the prison is sufficiently large to justify the installation of a bakery, thus giving some employment and also lessening the food expense.

If the prisoner has the cash, he may purchase fruit, crackers and such wholesome supplies. There seems to be no restriction on letter-writing and to those who so desire one postage stamp is furnished monthly.

Weaving carpet and caning chairs are the industries aside from domestic service. The profits of the carpet industry in 1918, \$529.

Possibly two-thirds of the prisoners have some sort of work. Still there is too much idleness.

Persons guilty of vagrancy and unlawful train-riding are thrust for a few days in a separate room with no furniture or bedding. As many as may find room may rest upon a bench around the walls of the room. It might be supposed that the ride-stealers would hesitate to pass through either Lancaster or Mifflintown.

As is the case with a few other counties, the Lancaster County Prison is managed under the operation of a special statute. The six Inspectors and the warden are elected every two years by popular vote, hence the advent of politics into an institution which ought to be managed on a non-partisan basis without regard to the vagaries of popular whims. In Berks County the inspectors are chosen by vote of the people, but in no other county is the warden thus compelled to solicit patronage from the electorate. Not views on tariff, but merit should determine the office of warden.

The Parole Law is discounted in Lancaster County. This is to be regretted.

#### LAWRENCE COUNTY—Newcastle

Visited June 14, 1919.

There were 34 prisoners held on the day of visitation, the average daily number for 1918 being 26.

It appears from the Auditors' Report, 1918, that the total expense connected with the prison was \$6,826.97, or annual cost each prisoner, approximately \$262, of which about \$156.40 was spent for food.

The expense for maintaining convicts in other prisons amounted to the enormous sum of \$30,417.38. Altogether over \$37,000.

Fifty prisoners were on parole.

Crime costs the citizens a large sum in proportion to the population. What can be done to check the lawlessness? Do you know that if you were to have the opportunity to send most of your prisoners to an industrial penal farm, the expenses the first year might be reduced one-half?

The jail is poorly lighted in the rear, the ventilation was not good, the bedding was scarcely decent. Toilet and bathing facilities were fair.

But don't put any more money in repairing or rebuilding the old jail, till we reach some settlement about the District Penal Farm.

The old jail should be used merely as a place of brief detention.

The prisoners from the city of Newcastle are kept in the County Prison, unless they agree to work on the streets.

There is little employment in the prison. They aid in scrubbing, etc., but not in cooking.

It ought not to be possible to keep any sane person in this prison more than a few days. While they have the liberty of the corridor in the day time, there is no yard for recreation.

#### LEBANON COUNTY—Lebanon

Visited Aug. 6, 1919.

The arrangement of the quarters for prisoners in this jail are well adapted for classification. There is a central hall with two lateral corridors on each side, making four ranges of cells entirely segregated. Some years ago, we found one range occupied by the women, another by the untried prisoners, a third by ordinary convicts, a fourth by a few prisoners who seemed to be criminal aristocrats and could purchase supplies for their own cuisine.

On the day of inspection there were 16 prisoners about equally divided between tried and untried. No women. The average daily attendance in 1918 was approximately 14.

There is some curious history connected with the fee for boarding the prisoners. In 1868 a special bill was passed by the Legislature, providing that on account of the H. C. L. the jailer in the Lebanon County Prison should be entitled to a sum not exceeding fifty cents per day for boarding each prisoner. In 1887 this law was absolutely repealed with no amendments or substitutes of any kind, leaving, as may be inferred, the amount of the fee to be determined by the County Commissioners. For many years the fee has been fixed at 25c, no change on account of H. C. L. having been made to the time of this inspection.

For this sum the prisoners breakfast and sup on bread and coffee, and dine on vegetable soup with a small quantity of meat. The sheriff of this county is not enriching himself on the profits of boarding the inmates. Nominally the sheriff is in charge, but executive functions have been discharged by a jailer. For many years this official has been a grim veteran of the Civil War who served as keeper, turnkey, disciplinarian, cleaner, cook, server, adviser and general factotum. If thought necessary he can enforce discipline with boot or fist. The man who walks uprightly and speaks humbly will receive kind treatment, but woe unto that man with froward lips and unseemly behavior. Being eighty years of age, he is about to be mercifully released from these duties which he has discharged according to the best of his ability for inadequate pay.

Not to be harsh at all, in some respects this prison is a vile resort.

Men may be incarcerated here for a year with nothing to do except to play with dirty cards and to exchange stories of criminality and salacious vulgarity. The sewage system of the town does not reach the prison, hence — — —. The bedding is a blanket on a spring cot. The prisoners are usually locked in their cells at 6 P. M. The bucket system is in use at night, a deplorable and loathsome practice.

If the new jailer is alert, enterprising, altruistic, he will suggest many improvements.

Two or three prisoners are daily paroled in season to care for the lawn and the garden. There is a yard which ought to be used for wholesome recreation.



**LEHIGH COUNTY—Allentown**

Visited Aug. 26, 1919.

According to a piece of special legislation adopted in 1869, the Lehigh County Prison is officially managed by the three Commissioners and two others appointed by the Court.

They appoint the Warden and his assistants, and give close attention to the details of management.

The institution appeared to be carefully administered.

The effect of the three P's—Prohibition, Parole, Probation—is shown in the decrease of the prison population.

In 1915 average daily attendance.....150

In 1918 average daily attendance..... 73

The figures for 1919 may show a still smaller number.

Twenty of the men may weave carpet. In 1918 they wove 39,489 yards, and the profits on carpet sold amounted to \$813.33, the highest on record.

Formerly the Court was opposed to the principle of parole, but latterly he has changed his mind. In 1918, 118 prisoners were paroled and in the first nine months of 1919 the privilege was granted to 74. There were 12 parole violators out of 192 paroled. Many of the men have been paroled to work on farms. Their wages are paid to the parole officer who at time of settlement deducts fines and costs and pays the balance to the men, unless he has been handing the money over to the destitute families of the convicts. The direct saving to the county resulting from this system in 21 months has amounted \$14,413. Surely this is worth while, but the moral improvement is of vastly greater importance.

At carpet weaving the men earn from \$2 to \$5 monthly.

The daily cost of provisions per prisoner in 1918 was.... 26 $\frac{1}{3}$ c

The annual cost per prisoner all expenses included.....\$321.15

There is entirely too much idleness, which the Board and officials greatly regret, and they are ready to welcome some change in legislation which will make it possible to employ all the inmates.

The dietary is fair, meat being served six days of each week.

Under normal conditions they ought to construct a bakery.

Here men may remain from ten days to ten years. They have no yard for recreation purposes. A special entrance has been constructed for the women inmates, in order that they should not be exposed to the curious gaze of the male prisoners on the way to the apartments for women.

There were fifty-seven men and four women prisoners on the day of inspection.

**LUZERNE COUNTY—Wilkes-Barre**

Visited July 3, 1919.

Number of inmates day of inspection was ninety-five, of whom eight were women.

The daily average in 1918 was..... 77

The average annual cost of each prisoner in 1918.....\$445

This sum is exceeded by no other county in the State.

Luzerne County pays a colossal bill for correcting her delinquents.

Net cost of maintaining the County Prison.....\$ 41,641

Cash for maintaining prisoners at Eastern Penitentiary.... 17,684

Cash for maintaining prisoners at Houses of Refuge..... 30,277

Boys' Industrial School at Kis-lyn..... 79,954

Total .....\$169,556

Some twenty thousand dollars of the expense of Kis-lyn may be charged to construction; however, the cost of restraining and reforming the bad people in Luzerne County is something enormous. The daily expenses per prisoner in the county prison is \$1.49, perhaps, the maximum for the entire State.

The Institution for boys at Kis-lyn compares favorably with any similar institution in the Commonwealth. It is in its infancy and as time passes the school will tend to become more self-supporting. The cottage plan has been adopted.

As to general expenses it will be of interest to compare with some other counties, the figures being given for the year 1918.

County	Average daily number inmates	Net expense, county prison	Total expense, including other prisons
Berks .....	75	\$31,888	\$50,211
Cambria .....	144	22,612	46,604
Chester .....	64	12,527	34,637
Dauphin .....	150 estimated	37,369	63,628
Erie .....	113	29,539	78,859
Fayette .....	115	18,614	61,554
Montgomery .....	100	22,672	50,520
Northumberland .....	91	29,657	50,565
Schuylkill .....	89	30,471	40,381
Luzerne .....	77	41,641	169,556

Let the authorities ponder these figures with intent to stop the leaks. (For comparison see report for Northampton County.)

There are three wings to the county prison, each of three stories, the upper two stories being occupied. The women are confined in the central wing. There is no employment at the prison which is revenue producing, but some prisoners have been loaned to the almshouse farm, who receive average wages, the sum of one dollar being charged weekly to costs and the balance credited to the men or sent to their families.

There is domestic service for all at the prison. The inmates cook, care for the lawn, repair shoes, do furnace work, clean and scrub, work in the laundry, etc. The warden, in his report, states: "All the convicts have had steady work during the year." Very few prisons present such a record of industry.

About eighty prisoners were on parole and fifty on probation at the time of the visit. The sum of \$2,522 in fines and costs had been collected. In Lehigh County the parole officer has had better success in making such collections, which in 1918 amounted to \$6,796. The parole officer in Luzerne County needs more assistance. It is difficult for him to keep in touch with all those placed under his charge. A better system of collecting fines and costs by instalments needs to be devised.

Although it is stated that every prisoner has employment, it is also reported that those confined to their cells have the freedom of the corridor only one hour each day, and unless they are employed about the grounds they get no exercise in the open air. If possible, this matter should receive attention.

The prison should have a well-equipped bakery. So long as they can purchase bread at seven cents the pound it may not be so greatly needed; however, a bakery would give employment and on the whole would be a decidedly economical proposition.

#### LYCOMING COUNTY—Williamsport

Visited July 4, 1919.

An old prison with large inside corridor, usually so dark that artificial light is needed for twenty-four hours.

Number of prisoners day of inspection was fifteen, of whom three were women, one was a Federal prisoner, four were untried and the balance were male convicts.

The average daily number in 1918 was about twenty-six.

They breakfast and sup on bread, coffee, molasses.

Twice weekly they have a meat dinner, but at other times they may have vegetables, with soup made from the traditional soup bone.

For thus furnishing the inmates with provisions, the county pays the sheriff fifty cents daily for each prisoner. There ought to be some profit in the transaction if we compare with the menu at other prisons, where the actual cost of the daily supply is estimated at from twenty to thirty cents. We have repeatedly said that the principle is wrong which compels any county official to earn any part of his own living by the profits from boarding either prisoners or paupers.

Parole and probation have recognition in this county.

The toilet and bathing accommodations have been somewhat improved within the last two or three years. The prisoners sleep on wire-bottomed cots, with mattress and blanket. Sheets or pillows were not seen. It would be well to install some better laundry accommodations.

No one should remain in this prison longer than is absolutely necessary. The inmates should be removed to some other institution where there is wholesome employment.

Usually the men have the freedom of the corridors during the day. There is no yard attached to the prison.

There is no reason why they should not allow the prisoners to have a table in the corridor, at which they may eat their meals in civilized fashion. The more normal are the conditions in prison, the more readily is reformation effected.

#### McKEAN COUNTY—Smethport

Visited Aug. 14, 1919.

The number of prisoners on the day of inspection was eleven, which was approximately the average daily number in 1918.

The sheriff receives sixty cents daily for feeding each prisoner, the extra ten cents being granted for general kindly care. A State law does not allow the compensation for boarding prisoners to be in excess of fifty cents per day.

There are cells with a corridor around the whole for light and ventilation and with an inside corridor, into which the cells open, for their daily use. They eat at a table as do the most of the civilized world. They enjoy the usual prison menu for breakfast and supper. They are served with meat twice weekly and on other days they have vegetables with a gravy made from suet.

Report was made that letters are uninspected. The privilege of inspection should always be assumed by the warden or sheriff.

The bedding is comfortable and the accommodations generally are good.

There being no employment, the time of tarriance should be as brief as possible. Of the eleven incarcerated, seven were being held for trial.

#### MERCER COUNTY—Mercer

Visited July 14, 1919.

On the day of inspection there were nineteen prisoners, of whom six were women, convicted of unlawfully selling booze.

The average daily number in 1918 was thirty-seven. Prohibition has curtailed the labors of the sheriff. The parole law is respected in this county.

The sheriff receives fifty cents per diem for each prisoner under his charge.

This sum appears to entitle the prisoners to receive for breakfast and supper the usual bread, coffee, syrup and sometimes tea.

Twice a week they have a cooked dinner with half pound meat. On other days they have soup, with vegetables in season. As in most prisons, the prisoners are allowed to receive from friends extra supplies of food and, if they have the wherewithal, to purchase sugar, etc.

There is no yard for exercise and recreation.



The inmates assist in domestic service and in caring for the Court House and lawn. As a rule most of the work about the Court House and the ground adjacent thereto could be performed by the prisoners in every county of the State. Very few counties avail themselves of this privilege. Such a plan is economical for the county and is a blessing to the prisoners. A small, flourishing garden adjacent to the jail structure furnishes the inmates with fresh vegetables.

The bedding can be improved.

The present sheriff (1919) has used endeavors to reform the character of the inmates. He believes there is "some good in everybody." There is a special effort to conduct song services and to provide musical entertainments. He reports that the Salvation Army has done a good work.

He gets acquainted with the men and gives them practical advice.

As a civilizing influence, he has arranged to have them take their meals at tables. There are ranges of cells with a range corridor. Outside of these is another corridor extending to the wall, a sort of construction not at all rare in prisons. To the upright bars between the two corridors he has, by an ingenious but simple contrivance, fastened plain smooth boards, which can be raised or lowered at pleasure. When unused they can be hoisted and secured out of the way, but at meal times they are lowered and fastened at the right height for a dining table.

It is unusual and gratifying to find a sheriff who takes a warm personal interest in his wards.

#### **MIFFLIN COUNTY—Lewistown**

Visited Sept. 9, 1919.

Rather a featureless prison. As there is no employment, no prisoners should be detained therein more than a few days.

There were five prisoners on the day of inspection, four of whom were held for trial.

For fifty cents per diem they are being served as follows:

Breakfast—Bread, coffee, oat porridge with sugar.

Supper—Bread, coffee, tomato soup.

Dinner—Vegetable soup with bread. Meat at least once a week.

The prisoners are allowed the freedom of the inner hall, very poorly lighted (no skylight) during the day. Sometimes with a guard they take exercise in a small yard.

The bedding is quite respectable, especially since a large portion of their prisoners have been unlawfully riding on the rods.

#### **MONROE COUNTY—Stroudsburg**

Visited Aug. 25, 1919.

We found six prisoners on the day of inspection, all being held for trial. The daily average in 1918 was nearly seven.

Forty-five cents per diem was paid for feeding the inmates in 1918, changed later to fifty cents. The menu will compare to the disadvantage of other counties of the same class as Monroe.

Breakfast—Bread, syrup, oatmeal with milk and sugar, coffee.

Supper—Bread, coffee, syrup, macaroni or baked beans.

Dinner—Soup, with vegetables. Cooked meat dinner once weekly.

This dietary is rather above the average.

There is no employment except for light domestic work, hence no prisoners should be confined here longer than absolutely necessary.

To maintain a prisoner one year costs.....\$251

The prisoners have the freedom of a poorly lighted corridor during the day, but rarely have the privilege of an hour in the open air.

They have the usual bedding, except sheets, other living arrangements being fairly satisfactory.

**MONTGOMERY COUNTY—Norristown**

Visited Dec. 30, 1919.

Number of inmates on the day of inspection.....	94
Average daily population, 1918.....	100
The commitments illustrate the decrease of crime, or, at least, of misdemeanants.	
Commitments in 1885.....	3,596
“ 1917.....	998
“ 1918.....	602
“ 1919.....	619

Through the courtesy of the Board of Inspectors, who have sent us advance reports for 1919, we are able to present some comparative facts of interest.

Daily average number of prisoners 1918.....	100
Daily average number of prisoners 1919.....	109
Number paroled for work on farms 1918.....	41
Number paroled for work on farms 1919.....	15
There were five parole violators in 1918, three of whom were detected and returned to prison.	

There were five violators in 1919, one of whom was apprehended and returned to custody.

The result in 1919 has somewhat discouraged the authorities with regard to parole work. Most of the men have worked at the almshouse farm, probably with insufficient guard.

Cost of provision per diem for each prisoner 1918.....	\$ .211
Cost of provision per diem for each prisoner 1919 .....	.236
Entire maintenance per diem for each prisoner 1918 .....	.631
Entire maintenance per diem for each prisoner 1919 .....	.643
They bake their own bread and serve meat four times weekly.	
Some of the prisoners work at finishing rugs.	
Earnings of the prisoners 1918.....	\$ 780.35
Earnings of the prisoners 1919.....	1,669.13

which shows a gratifying increase.

The living accommodations are reasonably good.

There is an exercise yard sufficiently large, and we recommend that the prisoners be allowed to take exercise for a longer time than one hour daily.

Religious services have been held each Sunday during the year under the care of the religious organizations of Norristown and vicinity as arranged by the Chaplain, Mrs. Annie McDermott.

A Bible class of prisoners met each Sunday during the year.

A night school with six classes, under the supervision of the Society of Friends, opened in October, 1919, with a large attendance. Much interest is manifested both by the Bible class and the night school.

**MONTOUR COUNTY—Danville**

Visited July 2, 1919.

Not much occasion for a prison in this county, for the daily average number in detention is less than one.

On this warm day of inspection three men were held, one of whom was awaiting trial.

The food is such as may be found on the average table of a farmer, meat only being limited in quantity. Eggs are often substituted for meat. The sheriff receives fifty cents daily for each prisoner.

The inmates sleep on felt mattresses on spring cots and improvise their own pillows.

Cleanliness prevails.

It is reported that a prisoner may remain in this place of detention for an entire year. There is nothing to do save read, think and sleep. At the time of this inspection one of the men was called a “trusty” and allowed

to care for the small lawn and perform various chores. There is no yard for recreation in the open air.

One convict is paroled.

#### **NORTHAMPTON—Easton**

Visited Aug. 26, 1919.

The prison is under the management of a Board of Inspectors, three of whom are appointed by the court and two by the commissioners. They appoint the warden and other officials. They give careful attention to the administration from a sense of honor and duty, the compensation not being sufficient to pay for their time and expenses. The prisons in the larger counties are always more efficiently managed under the control of an appointed warden than under the sway of a sheriff, who is elected by the vote of the people. A sheriff holds office only for four years and is not eligible for re-election. A warden in most counties retains his position, if he has been faithful in the performance of his duties. We hope the warden of the Northampton County prison may hold his job for many years to come. A sheriff often secures his position not from any fitness to look after the welfare of the delinquents, nor from any faculty of reforming wrongdoers or of dealing with them with an eye single to their betterment, but because of services to some political faction. In fact, the management of the larger prisons under sheriffs was so notoriously inefficient that in 1909 a law was passed by the Legislature and signed by the Governor providing that a warden should be appointed for the prison in any county having over 150,000 inhabitants and less than 350,000. This did not prevent other counties from appointing a warden should the authorities choose to do so. Several counties, as Chester, Delaware, Bucks, Dauphin, Northumberland and Northampton, whose population at the last census did not reach 150,000, have placed their prisons under the management of a warden. In all these counties the provision is supplied by direct purchase, there being no profit derived by any official from boarding or exploiting the prisoners. In any county having more than 50,000 inhabitants the care of the jail should be divorced from the jurisdiction of the sheriff. Such an arrangement makes for the welfare of the prisoners and also for much greater economy for the taxpayers.

Number of prisoners day of inspection.....	75
Average daily number 1918.....	91
Average daily number 1914.....	142
Overhead cost per day per prisoner 1918.....	85c
Overhead cost per day per prisoner 1914.....	38c
The maintenance of the prisoners has doubled in expense since 1914 on account of H. C. L. The salary list has not proportionately increased.	
Salaries paid Northampton County 1918.....	\$ 9,205
“ “ Montgomery “ 1918.....	9,813
“ “ Chester “ 1918.....	7,255
“ “ Lehigh “ 1918.....	10,995
“ “ Dauphin “ 1918.....	12,480
“ “ Fayette “ 1918.....	6,908
“ “ Berks “ 1918.....	18,359
“ “ Luzerne “ 1918.....	23,097

Note the salary expense in last two counties. There one may find a partial explanation for the excessive per capita expense of maintenance.

The industries are carpet making and also the manufacture of rugs.

Yards of carpet manufactured during the year 1918..... 58,609

Number of rugs made in 1918..... 248

Profits on these industries paid to the county..... \$7,000

In both 1918 and 1919 a number of men have worked at farming with beneficial results, though no figures are available.

The authorities still maintain the practice of cell feeding.



The dietary appears to be wholesome. Meat is served every day for the workers and every other day to those who have no employment, still we are assured that all who are able have something to do. About twenty find employment in various forms of domestic service. The workers earn from three to eight dollars monthly.

We recommend the establishment of a bakery.

The old portion of the jail has been improved by the addition of a new and enlarged skylight.

For maintenance of prisoners in other institutions the county has paid in 1918 the sum of \$20,908. Some of this could be saved by committing more prisoners to the county institution. There is now a better opportunity for getting employment in the county prison at Easton than in the State Penitentiary.

The cost of the limited amount of tobacco furnished in 1918 was \$330.

It seems that the court is only partially committed to the support of the parole principle. Hence very few are released on parole. This is to be deplored.

#### NORTHUMBERLAND COUNTY—Sunbury

Visited July 2, 1919.

Number of prisoners day of inspection..... 16

Average daily number in 1918..... 28

The actual daily cost of food per prisoner 1918 was twenty-seven cents.

The bill of fare about the average for prisons and it was reported that prisoners almost invariably gain in weight.

The large inside corridor or hall needs more light from above.

Net cost of prison maintenance 1918.....\$16,399.00

Annual cost per prisoner 1918..... 585.00

Daily average cost per prisoner 1918..... 1.60

Of which there should be charged to provision each day. .27

Even with the recent high prices of provisions, the actual cost of the food rarely exceeds the estimate given above.

They have a few looms for the making of carpet. In 1918 there was obtained from the sale of carpet \$1,332. There is insufficient employment.

The men are allowed to spend an hour daily in the yard for purposes of recreation. In former years there was a base ball team organized which occasionally played with clubs from outside. Such privileges improve the morale.

There is a yard for the use of the women, but as windows of some adjacent factories overlook this parade ground, the arrangement is far from satisfactory. At the time of the inspection the women were confined to their apartments, which is separated from the apartments of the male prisoners by a wooden partition and a wooden door. This will all be changed when that new prison is constructed, but we sincerely hope it may not be built on this site. The tendency is all toward the removal of prisons to farms. What is needed is a comparatively small place of detention, but all convicts should be taken to the Industrial Farm.

If more special attention could be given in this county to the collection of fines and costs by instalments, the ends of both justice and economy would be better served.

#### PERRY COUNTY—New Bloomfield

Visited Sept. 9, 1919.

The average daily attendance in 1918 was about 4½ prisoners, but on the day of inspection no prisoner was found.

Prohibition has greatly decreased the number.

Under the fee system, the sheriff receives forty cents daily for each prisoner.

Breakfast and supper—Bread, potatoes, mush, coffee.

"A boiled dinner with meat three times each week."

There is no employment, no yard, no sheets, no pillows, no specified time for receiving visitors, no tobacco supplied, no long sentences.

In general the sanitary accommodations are adequate.

## PHILADELPHIA COUNTY—Philadelphia.

There are two departments of the County Prison. The Moyamensing prison was visited Dec. 31, 1919.

Number of prisoners on day of inspection ..... 363

Of these the greater part were those detained for trial.

Average daily number 1918 ..... 615

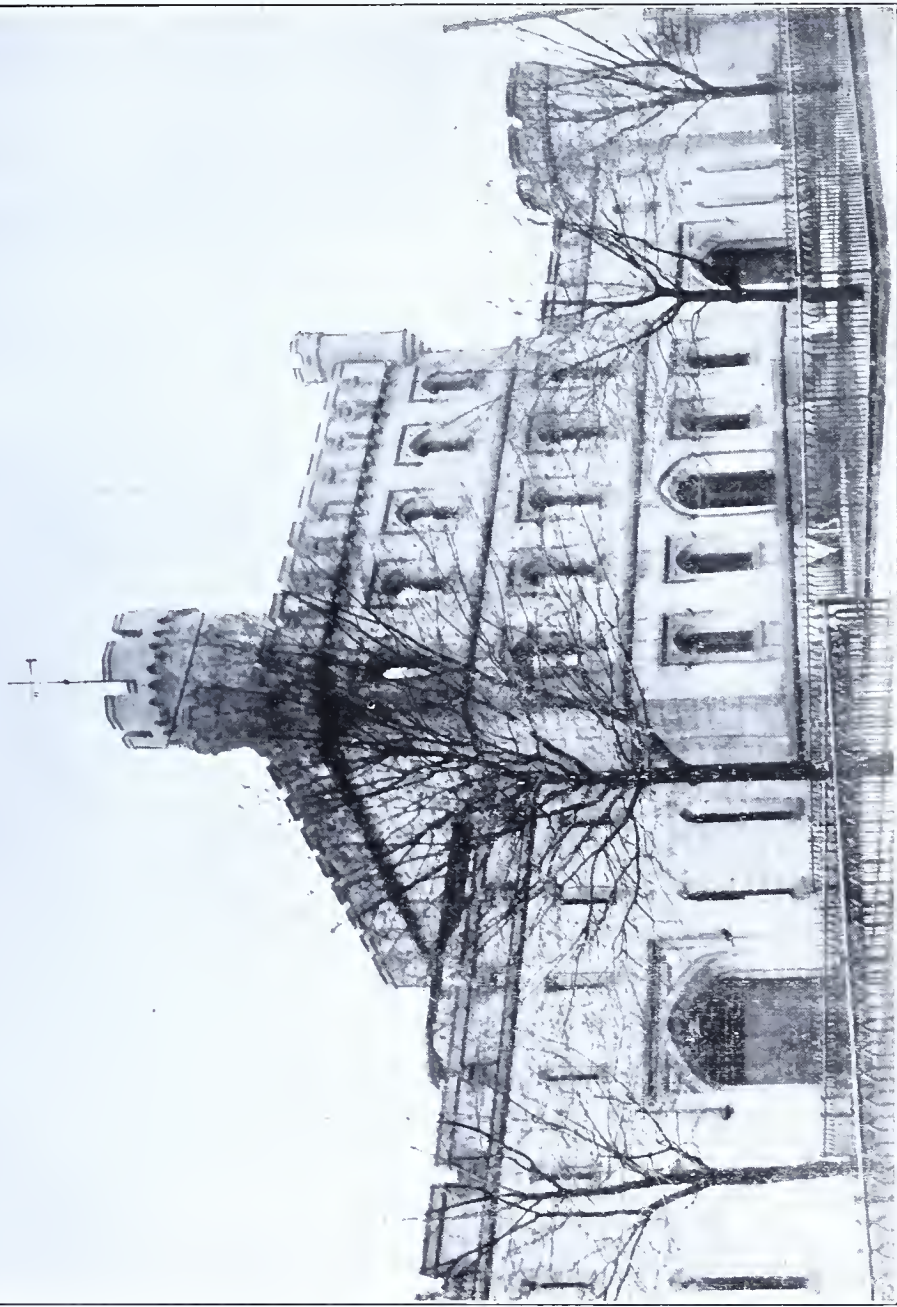
Not only in this prison but in the various station houses throughout the city, the advent of prohibition has decreased the number of prisoners from 40 to 60 per cent. For assistance about the premises and for domestic service, about 100 convicts are retained at Moyamensing, the remainder of those serving time being forwarded to the convict department at Holmesburg.

The female prisoners, both untried and convicts, are at Moyamensing.

In any large city, the most difficult penal problem is connected with the untried prisoners. Among them may be found every variety of human beings from the most depraved to the comparatively innocent, from the lowest dregs of humanity to some with claims to gentility, from imbeciles and morons to the alert and brilliant. Some remain but a few days, others on account of the law's delays may be held for months and even years.

What mode of treatment is best adapted to this hodge-podge, this confused mass of humanity? We are far from saying that any prison in the State has fully solved the problem. However there are many in the outside world who fail to recognize the gravity, the difficulties of the situation. The community demands that these supposed derelicts be securely confined until the charges against them have been proven or disproven. In any well regulated place of detention there will be some attempt at classification. Those who are charged with the more heinous crimes will be segregated. But unless we insist on entire segregation of each individual from all others, there will be many an opportunity for the young and innocent to learn too well of the vileness of the underworld. In such a prison we should not criticize the effort to confine the inmates in separate cells. In fact, the proper treatment of the untried has received scant attention from writers on penology.

A house of detention is not a penal institution; it is, however, a prison because the interests of society require that certain men and women should be held within prescribed limits. They should not wear a felon's garb, nor should they be subject to the same regulations which obtain in a convict prison. They should not associate with the convicts. At Moyamensing they are kept in a separate block. They should have rooms rather than cells. While they must be detained and must be subject to certain wholesome and protective regulations, they ought to be treated as nearly as possible on the presumption that they are innocent until they are proven guilty. It goes without saying that it will be necessary for them to obey the very few rules which under the circumstances are essential. They should have quite full freedom of using the mails, subject of course to surveillance. Visitors and near friends should not be denied access, yet an official must be present at all interviews. It is more important that they should take their meals in their own rooms than for the convicts. At Moyamensing the untried are allowed the privilege of purchasing or receiving milk and tobacco. There should be the minimum amount of restriction on the visits of authorized counsel. They can not be compelled to work, not being under sentence, but voluntary offers to assist in domestic service or otherwise, should not be disregarded, since in many



PHILADELPHIA COUNTY PRISON—MOYAMENSING.





cases employment drives away gloom and moroseness. Here the greatest discretion on the part of the authorities is needed in order to determine who will not abuse the privileges of the workers. In Delaware County, the untried may choose between labor or a more scanty diet. We are aware that many of them are gutter-snipes and arrive in all their filth and degradation, yet as far as possible the appointments in the rooms assigned to them, though plain, should be fairly comfortable. The furniture and bedding should not be stinted. It should be the duty of some official to attend to various outside errands of more or less importance for those who are detained. They will desire very soon to get in touch with an attorney; they will desire to locate a parent, brother or a near friend; they will wish to have some effects recovered from the station-house; they may need to have their claims for wages presented to some employer; they will need certain articles and clothing brought from their homes, etc. For such purposes the inspectors of the Philadelphia County Prison have employed an official known as the Agent. The General Agent of the Pennsylvania Prison Society also performs many services for the untried.

It ought to be the special concern of the prosecuting attorney to have these people brought to a speedy trial. They should not be held a moment more than is absolutely necessary.

It should be impressed on the prison officials everywhere that these persons are captives, not convicts, and that the treatment accorded to them should clearly recognize this distinction. In Philadelphia and Pittsburgh they are detained in separate quarters, but we are not sure that all the regulations have been made with reference to this distinction.

In nearly all other counties of the Commonwealth, there is little or no discrimination made in the treatment of the untried.

Under a sense that the untried prisoners should receive more appropriate care than was accorded to them in the county prisons, the legislature of 1917 passed an act, which received executive sanction, that cities of the first-class in Pennsylvania, namely, Philadelphia and Pittsburgh, should establish a separate detention prison for those detained for trial. This act provided that in such a house of detention those held for trial should have comfortable and separate rooms and should be subject to the minimum amount of restraint. The provisions of this act have not been carried out in either city, and we trust it may never be necessary. The initial cost may be a half-million dollars and a new army of officeholders will be added to our already distended pay-roll. We do not believe the results will justify this expense. We believe the inspectors of these two large city prisons have been led to study the problem from a different angle, have already introduced some changes and are willing to meet the situation in reasonable mood. Perhaps the inspectors of the Philadelphia County Prison may be somewhat hampered by the law of 1835 rather minutely defining their duties, and not specifying any distinctions as to the classes of inmates, but if this law does really obstruct the proper treatment of the untried, we should prefer to have this statute amended rather than at present to construct another prison in Philadelphia.

We do not know that the commission now at work in revising the Constitution of the Commonwealth will deal with this subject, but it may be wise to await their action before making any drastic changes.

Believing in the law of progress and development, we should favor some questionnaire to be sent annually to all the county prison boards of the State, and among the questions the following are suggested:

What improvements either in discipline or management have been made or tested during the past year?

What evidences of reformation have come under your observation?

In good business, the methods of 1910 are out of date in 1920. So in prison management, regulations which may have been up to date in 1835, are altogether unsuitable to conditions of 1920.

**PHILADELPHIA COUNTY—Holmesburg County Prison**

Visited Dec. 8, 1919.

This prison is used exclusively for male convicts.

Number of convicts on the day of inspection .....668

Daily average in 1918 .....490

The physical appointments leave little to be desired.

The one-story wings like spokes from a hub extend in several directions from a central circular hall or rotunda. Light, ventilation, sanitation and the usual creaturely comforts have been secured. No purchases or gifts of extra provisions or tobacco are allowed. There is much medical opinion to the effect that the use of tobacco is injurious. There is some expert opinion to the contrary. The physical and mental effect of depriving a habitual user of the weed could be studied at this institution.

The dress is a sort of inconspicuous jeans woven in the prison and also made up into suits. The other employments are shoemaking, hosiery making, printing and domestic service. No wages are paid and nothing is made for sale. About one-half of the inmates are employed. Those who are unemployed are held in "separate and solitary confinement," but not at labor. Here may be observed the effects of the solitary system, which is practised in accordance with the law of 1835. In no other prison of the State is separate confinement featured so extensively. For many years, say from 1820 to 1860, The Pennsylvania Prison Society stood pre-eminently for this system. The old reports are filled with controversial literature on this subject. In later years we have ceased to advocate such a system. At the same time we are aware that when prisoners are thrown together in unrestrained intercourse, they become schools of crime and of abominable practices.

When the Pennsylvania Prison Society was organized, in 1787, the prisoners in the old Walnut Street jail were herded together indiscriminately under most filthy and disgraceful conditions. Men and women, the young and the old, the tried and the untried, debtors, murderers, thieves, without bedding other than that what they had furnished for themselves, were massed in the same apartments. The Society insisted rightfully on segregation, and persisted till they had attained the fulfillment of their slogan, "separate and solitary confinement at hard labor." As time progressed, we have withdrawn somewhat from this extreme position, advocating regular and systematic employment and seasons of recreation under the observation of discreet and sympathetic officers. Prisoners should lodge in separate rooms.

At this prison the workers have their dinner in a large dining-room. The secretary was served with the same ration as the prisoners received. It was a plain substantial meal. A loaf of bread, baked in the prison bakery, was carried out and sampled by "particular" eaters, and pronounced to be high-grade bread.

Although the negroes in Philadelphia constitute approximately one-twelfth of the population, at this convict prison they constitute, on the day of visitation, 48 per cent., or nearly one-half of the inmates.

Including Moyamensing the daily cost of food per prisoner, 1918 .....19.17c.

Including Moyamensing the daily overhead cost.....72.43c.

Total cost of administering the County Prison in 1918...\$293,970

As we have mentioned, the administration of the prison is primarily vested in nine inspectors appointed by the judges. They serve without pay from purely altruistic motives. The regulations (for the most part) were adopted in 1835 for the special government of the prison. Since 1835 there has been great advancement in penological methods. "Separate and solitary confinement at labor" was directed in the regulations. To some extent they have adhered to the old rule of solitary confinement, but they have



failed to give the prisoners employment. It is true that some legislation in later years interfered with efforts to secure employment, but the judges still sentence to imprisonment with labor. Have the inspectors been diligent in contriving to find methods of employing those who are placed in their charge as wards? It is generally admitted that nothing is so conducive to moral, mental and physical deterioration as compulsory idleness. According to the returns, over 70,000 days were wasted in this prison in idleness in the year 1918. In other words the work of 245 men for one year each was lost. Meanwhile the county maintained them. More and more it is the conviction of many thinkers and also officials that it ought to be considered a crime to consign any human being to a life of idleness.

In the statutes of 1823, the managers of the County Prison were authorized and required to construct a "stepping mill" for the proper exercise of the prisoners. We are not advocates of that method of providing recreation for the prisoners, but we are curious to know what became of that stepping machine.

#### PHILADELPHIA COUNTY—House of Correction Visited Dec. 8, 1919.

This institution is not under the care of the Inspectors of the County Prison, but has been conducted as a department under the Director of Public Safety. Under the new Philadelphia charter which went into effect the first day of January, 1920, this institution is transferred to the Bureau of Public Welfare. It is a municipal prison.

Convicts are sent hither by magistrates and the Municipal Court; rarely and, with some question as to the authority, by the higher courts.

Their sentences range from thirty days to two years, and the inmates in most States would be termed misdemeanants, though in Pennsylvania there is no legal line of demarcation between a felon and a misdemeanant.

Number male convicts day of inspection ..... 289

Number female convicts day of inspection..... 427

Average daily number, 1917 ..... 709

Average daily number, 1918 ..... 550

The average daily number for 1919 ..... 556

The number of officers and employes in 1918 was 102.

It is rather an expensive proposition, the cost in 1918

being .....\$302,443.00

Daily cost per capita, 1914, approximately..... .25

Daily cost per capita, 1918..... 1.16

Daily cost food, per capita, 1914, approximately ..... .14

Daily cost food, per capita, 1918, approximately..... .27

It will be observed that high cost of living has almost doubled the cost of the provision, but has more than quadrupled the administrative expenses.

For salaries and wages there were paid in 1918 .....\$115,576.00

There is one peculiar feature about the commitments. An inmate of the House of Correction is not necessarily a criminal or even one against whom a charge has been preferred. Any person who finds himself or herself without means or occupation may go before a magistrate and make request to be committed to the House of Correction. So this institution was regarded as a haven of rest and refuge by 104 persons in 1918.

The men eat in their cells, the women at tables.

For breakfast and supper the usual prison fare is supplied.

For dinner a mutton stew or a soup of meat and vegetables, the amount of meat computed on a basis of one gross pound for each inmate, is provided.

No one is allowed to purchase or receive extra supplies of food.

One small plug of chewing tobacco is supplied weekly to each male convict, but what is furnished in this line to the female convicts was not stated.

We regret to report than in the men's quarters the "bucket system" is still to be found. We trust the Bureau of Public Welfare will install a better sanitary system.

The redeeming feature is that practically all able-bodied prisoners have employment.

In 1918, engaged in productive labor, principally in the manufacture of gas, coke, etc., there were employed .....185  
 In the same year in domestic service, on the farm, etc. ....321  
 Unemployed for various reasons, chiefly physical disability .... 44

Total as above.....550

The institution is not credited on the books for services rendered to various municipal departments, the value of which services amounts to several thousand dollars each year.

They have a farm of some two hundred acres or more, the produce of which furnishes a considerable part of the sustenance of the inmates. The value of the agricultural products is not shown in the financial statement.

"Eighty-five men were committed under the provisions of the Act of May 24, 1917, . . . for non-support of their dependents. Working at the rate of \$.65 per day, Sundays and holidays excepted, these men earned \$3,215.83. Warrants for this amount were drawn out of an appropriation of \$5,000 for this purpose, in favor of the Court Clerk, for distribution amongst the dependents entitled thereto." Philadelphia County is one of the six counties of the State which are carrying out the provisions of this act:

In consideration of the fact that the population of the Philadelphia County Prison and that of the House of Correction is less than one-half of the number of inmates four years ago, the question of the consolidation of our penal institutions is imminent. For some reasons it is rather a delicate question, but whether there is good and sufficient reason for the continuance of two expensive systems when one administration with one set of officials and employees could efficiently control and superintend the entire penal situation is a subject worthy of the profound consideration of the citizens of Philadelphia.

We have before us the Report of the Probation Officer of Philadelphia for the years 1918 and 1919.

Number of adults placed on probation .....829  
 Number who complied with the conditions and were discharged 600  
 Number who failed to conform to the conditions and were re-  
 turned ..... 28

The failures have averaged less than four per cent.

200 probationers were in the American Expeditionary Forces.

The probationer is made to feel that he is responsible to those whom he has wronged. Hence he is impressed with the fact that he will be expected to make restitution. In the two years the sum of \$8,337 was received for restitution.

The probation officer makes this statement which we cheerfully endorse:

"I think it has been proven that probation is beyond the experimental stage, and it is satisfaction to report that through our beneficent probation system many young men were performing a service that very largely atones for their offences and misdeeds of the past."

#### PIKE COUNTY—Milford

Visited Aug. 25, 1919.

The daily average number of inmates, 1918, was approximately one and one-quarter. One man was being held for trial at the time of inspection.

The sum of fifty cents per diem is paid for boarding the prisoners,

and the dietary is such as one usually enjoys in country districts, except that the meat ration is rather shy.

No place for a female prisoner. If a woman is arrested she must lodge in the part of the edifice reserved for the family of the sheriff. The jail is a part of the residence of the sheriff and consists of two or three cells, opening into a hall with connecting door to the residential section.

The bathing arrangements are inadequate, and the method of heating rather dangerous if a fire should break out.

The commissioners should consider the propriety of installing better accommodations for the family of the sheriff in the interest of common decency and correct living. The new heating arrangement could be connected with the prison, and proper bathing accommodations supplied.

During the brief intervals when culprits are confined, they are kept within very narrow limits, with no opportunity for exercise in the open.

There are two county seats in Pennsylvania without railroad facilities, Milford and McConnellsburg. Possibly this fact may account for the great expense charged against the county for transporting a prisoner to the reformatory or the penitentiary. We saw one bill for such a service which amounted to \$259.77—an amount which is exceeded for a similar service by no county in the Commonwealth.

#### POTTER COUNTY—Coudersport

Visited Aug. 14, 1919.

This county maintains in its prison, on the average each day, four or five prisoners. There was one lone man on the day of inspection.

They do not anticipate the care of women prisoners as they have no place for them.

The sheriff was a good example of the humane official. The law allowed him fifty cents per diem for supplying food to each prisoner, but he does not make the high cost of living a pretext for stinting the food supply. The prisoners receive a wholesome and nutritious ration, about the same as any good farmer might furnish, butter, milk and sugar not being omitted.

This sheriff takes a genuine interest in those placed under his care, believes in the square deal, gives them reasonable opportunity for exercise, supervises those on parole, is convinced that there is some good in every man, and is glad at times to receive visits from those to whom he has been guardian, friend and adviser. It is a pity we have so few officials of this type.

#### SCHUYLKILL COUNTY—Pottsville

Visited Dec. 12, 1919

Number convicts day of inspection .....	58
Number held for trial.....	9
Number held as witness .....	1

Total .....	68
Daily average, 1918 .....	89
Daily average, 1915 .....	200

There are at least three potent factors to be considered in accounting for the decrease. They are Parole, Probation and Prohibition. We did not learn the exact number whom the judges have released on probation but are informed that the principle is recognized and acted upon. 75 charged with desertion were under the jurisdiction of the court. 416 had been paroled. The number slated for "drunk and disorderly" is fast approaching the vanishing point.

Under the instalment method, \$3,070 had been collected in 1918 on account of fines and costs. It is thought that in this county the method of collecting fines by instalments was initiated. At least the system was in vogue in Schuylkill County before the Act of 1917 was approved. The



results have been eminently satisfactory.

In 1918 the daily expense for food for each prisoner was near 28c.

In 1915 the daily expense for food for each prisoner was near 12c.

High cost of living, not the management, is responsible for the increase. The prisoners receive the usual prison breakfast and supper. For dinner they have meat every day except on Friday when fish is served. Vegetables in season are also served.

Net cost in 1918 daily average 89 prisoners .....\$30,471.80

Net cost in 1915 daily average 200 prisoners ..... 30,471.00

Another illustration of high cost of living.

At present the closets are flushed by drawing water into a bucket from a spigot, and emptying same into the bowl. Direct flushing arrangements should be provided.

The segregation of the women from the men is not so complete as would be desirable.

Maintenance of convicts at other penal institutions, 1918, \$9,811.94

So the entire bill for maintenance of prisoners is much less than any other county of its class. How does this happen? The authorities argue that they have a prison sufficiently commodious for all their prisoners so they retain them in the county except those found guilty of murder, and the younger criminals who may be sent to the Catholic Protectory or to the House of Refuge at Glen Mills.

Some of the men work at carpet weaving. Sales of carpet in 1918 were \$3,568. A considerable number are employed in domestic duties. But it goes without saying that the problem for the prisoners in the Schuylkill County Prison has not been solved. Nearly a half century was wasted in this Bastille in 1918, and somebody or bodies should be held responsible. The trend of public sentiment is rapidly veering toward the establishment of prison farms where there may be found employment for all inmates. It is unwise and unjust to support our wrongdoers in genteel idleness. Let them earn their maintenance.

There is a recreation ground of about one acre within the walled enclosure on which at times may be seen all the men playing games, strolling about and engaging in quiet conversation. This privilege is humane and wholesome.

#### SNYDER COUNTY—Middleburg

Visited Sept. 10, 1919.

There were two convicts and one untried prisoner on the day of inspection. The average daily number is less than one.

The prison is directly connected with the apartments of the sheriff, and is a 2-story structure with rooms opening into an inside hall. There is a door leading into a yard to which the prisoners may have access at any time of the day. There was one woman prisoner who remained with the family of the sheriff and ministered to their wants.

The prison was in much better condition than when inspected by us in 1914.

A bath tub or a shower bath should be installed.

Fair treatment is the rule of the prison.

The sheriff receives 75 cents daily for each prisoner in his care, 50 cents for food, and 25 cents for care.

The county pays \$20.00 for the preparation of a report to the Board of Public Charities.

The meals correspond to those served at a farmer's table. Eggs or meat are served every day.

It is reported that the court is opposed to the principle of parole. This antiquated obsolete notion would be quite serious if there were many misdemeanants in this county.

**SOMERSET COUNTY—Somerset**

Visited Sept. 11, 1919

Number incarcerated day of inspection .....18

Average daily population, 1918 .....16 $\frac{2}{3}$ 

The food fee is fifty cents, and the meals supplied are ample.

There is no opportunity for exercise in the open air, but the prisoners have the freedom of the corridors all day long. The inmates assist in domestic service. No other employment. No one should be detained here longer than thirty days. The prison should be used merely as a place of detention for the untried and for those sentenced to a few days.

The sanitary arrangements have been improved and are now quite correct.

To make the report to the Board of Public Charities costs \$20.00.

**SULLIVAN COUNTY—Laporte**

Visited July 7, 1919.

There was only one prisoner and if he had fully appreciated the rules and privileges of parole, the prison would have had no occupant.

No prisoner in 1918.

Meals were furnished to the prisoner by the hotel of the county seat for which the sheriff received daily the sum of fifty cents.

The jail is comfortable and was kept scrupulously clean.

The parole law has friends in Sullivan County.

**SUSQUEHANNA COUNTY—Montrose**

Visited July 3, 1919.

Six prisoners were found confined in this dismal jail, and this number was about the average daily number in 1918.

It is entered from the residence of the sheriff and appears to consist of a basement with an upper story.

Four of the inmates were federal prisoners, being entertained temporarily.

There were sixteen cells, rather dark and forbidding in appearance.

The prisoners assist in domestic duties and may aid in caring for a garden. There is a small outdoor plot to which the prisoners at times have access. The bathing arrangements are justly condemned. It would be better for the commissioners to order a new prison constructed with reference to modern requirements. The present structure is a disgrace to the county.

For breakfast and supper we noted bread, coffee, potatoes and cereal.

For dinner, macaroni with cheese, potatoes, bread and gravy. The fare is above the average for prison fare, and the sheriff receives from the county a fee of fifty cents daily per prisoner.

Fines were levied in 1918 to the amount of \$370, of which \$295 was reported as uncollectible. On the instalment plan as provided by the Act of 1917, a larger percentage of fines and costs could be collected.

**TIOGA COUNTY—Wellsboro**

Visited Aug. 22, 1919.

The County Prison was doubtless constructed in view of contingencies which have probably never been contingent. At one time, a few years ago, no one was imprisoned on the day of inspection and this year but one person was confined at the time of the visit. The daily average for the year 1918 was not quite three. There is a two-story set of cages with inside and outside corridor, but the accommodations are in excess of the demand, and we trust the establishment may have even fewer patrons than hitherto.

If the building is to be used at all, the bathing arrangements need a thorough overhauling. The most ordinary hotel supplies to a guest a pillow and sheets. These are lacking in this place of entertainment.

It is reported that a man may be boarded in this institution for a year

without employment or an opportunity to exercise in the open air. All wrong. A very few days are sufficient for incarceration in this prison.

The bill of fare is not luxurious, but sufficient.

Breakfast—Good bread, real coffee, cereal.

Supper—Good bread, tea, fried potatoes.

Dinner—Vegetables with gravy. Meat once or twice weekly.

The sheriff's fee is fifty cents.

#### UNION COUNTY—Lewisburg

Visited July 2, 1919.

No one imprisoned and the daily average, 1918, was less than one.

Even if there were prisoners, a sub-basement is no place to detain a human being. No yard is attached to the jail. The prisoners must remain in his damp quarters till released. The other living arrangements are fair, and the food is the same as the ordinary family dietary. The fee is seventy-five cents, and since the law fixes the maximum fee for food at fifty cents, we may state that the sheriff receives fifty cents for the food supplied and twenty-five cents for the serving.

Children or young people may be released on probation.

Either a new prison should be constructed or the prisoners removed as soon as possible to some district penal institution on a farm.

#### VENANGO COUNTY—Franklin

Visited July 12, 1919.

Number of prisoners on the day of inspection was ten, seven of whom were being detained for trial. Average daily population, 1918, was less than three. So the midsummer population was rather excessive and unhappy. They could not be happy cooped up in this fashion to remain till court should assemble in autumn. No wonder, since there is no employment and no opportunity for exercise other than in a narrow range corridor in front of the steel cages.

The boarding fee is forty cents. This amount secures for the prisoners the usual prison breakfast and supper and a dinner of meat with vegetables every day, though eggs sometimes take the place of meat.

There appeared to be a lack of harmony between the jailer and his wards. A few months ago the jailer was quite badly beaten up by some prisoners who planned to escape. On this day one of the men was scattering the contents of his mattress about his cage and the corridor. No reason was assigned. The spirit of antagonism was rife. There was lack of team work. Either the criminals of Venango County are really a bad set, or there was lack of tact in the management.

The toilet and bathing facilities are inadequate, and the bedding is incomplete.

We confess to a feeling of disappointment in penal conditions in Venango County. Let the prisoners have some sort of an occupation. Enlarge their privileges. Try some reformatory measures. Enlist their good will.

#### WARREN COUNTY—Warren

Visited Aug. 19, 1919.

Constructed of stone walls with an inside steel structure of 36 cages, which on the day of visitation were occupied by ten prisoners, seven of whom were being detained until the court should convene. The daily average number confined in 1918 was less than four.

They eat at tables and have regular meals.

Breakfast—Bread, imitation coffee, milk, sugar and cereal.

Dinner—Bread, two vegetables, gravy made of suet, apple butter, meat twice weekly.

Supper—Bread, coffee or tea, remnants of dinner.



For this supply of provisions, the sheriff receives fifty cents daily for each prisoner, and for his care in the matter \$520 annually. The fare is rather better than the average prison fare in the State, and while the sheriff is not enriching himself with the profits, he is far from losing money in the venture.

The men have the freedom of a rather wide corridor, and a few of them are allowed at times to work about the Court House grounds. In almost every county there would be economy in allowing the prisoners to do the necessary work about the Court House and lawn.

Some tobacco is furnished. The beds are neat with full equipment and the living facilities are satisfactory.

There are weekly religious services.

There was no appearance of dissatisfaction.

## WASHINGTON COUNTY—Washington

Visited June 16, 1919.

The management is under a sheriff who employs a warden.

There are three stories of cages, each range of cages with narrow corridor. The prisoners have during the day the privilege of roaming back and forth in the narrow range shelving. Outside the range corridors there is an ample area reaching to the outside wall. It is a pity that more of them are not allowed more freedom in this area. However, the labor of the prisoners is utilized in the care of the Court House and lawn, thereby making the prisoners more docile and effecting considerable economy for the taxpayers, for the men appreciate the privilege of doing some work and are really on their good behavior while so employed.

Their beds and bedding deserve the condemnation which has been lavishly heaped upon them, and doubtless at the time of the next inspection we will have some improvement to chronicle.

Criminals may be sentenced to remain in this prison for one year, though the employment is exceedingly insufficient. Not more than ten or fifteen can be employed about the premises. The authorities have given some attention to the idleness so prevalent at the prison, and we hope some solution may be found. The citizens are aware of the situation but they are very dilatory about finding the remedy. Their diagnosis is correct, but, using no remedies, the conditions remain the same. The counties of the southwestern portion of Pennsylvania were among the first to consider the establishment of a joint Industrial Penal Farm. Possibly they are awaiting the result of prohibition, in order more accurately to determine the need of such an institution.

Number imprisoned day of inspection .....	65
Number of these held for trial .....	34
Number of days wasted in idleness by prisoners, 1918, approximately .....	15,000
Paid to the sheriff for board, commitments, etc. ....	\$11,385
Various prison expenses .....	1,297
(Does not include gas, electric lighting, coal, water, etc., the expense of which is blended with the court house costs, so that they cannot be differentiated.)	
Juvenile Court expense .....	2,638
Maintenance of prisoners, other institutions .....	51,570

For penal institutions .....\$66,890

The establishment of a penal farm would result eventually in saving a large part of this expense.

The salaries paid in the Probation Department .....\$3,960

There is no service in the line of delinquency more beneficial and more valuable than the Parole and Probation Department.

Note a few figures.

Under the general parole law and also under the law of 1917, allowing those detained for non-payment of costs and fines to be released on condition of paying these charges in instalments, some splendid work has been accomplished in Washington County.

Amount received from costs and fines, 1918 .....	\$30,661
Cost to the county if these defendants had remained in prison estimated at .....	19,600

The county is better off to the tune of .....	\$50,261
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This is not the whole story.

Total number paroled in 1918 .....	245
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It is estimated that they have earned for the support of themselves and of their dependants the sum of \$125,000, which sum represents the revenue coming into Washington County, and which will largely be spent in the county. It is also estimated that one-half of the families of these paroled men would have needed help from the community. So however large the cost of caring for delinquents in the county, this sum would be doubled except for the operation of the parole law. Very much depends upon the officials chosen to administer this work. The attention of other counties is called to the excellent results attained in Washington County. The salaries paid are not commensurate with the service so faithfully rendered.

Whole number on parole, January 1, 1919 .....	654
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The prisoners have the usual breakfast and supper, except that at supper gravy is often served. They dine on vegetables with soup, but meat is given twice every week. For this provision the sheriff is now paid 37½ cents daily for each prisoner. The authorities still adhere to the objectionable fee system. The actual cost of food per diem for each prisoner in counties which have discarded the fee system varies from eighteen cents to twenty-eight cents. Granting that in counties operating under the fee system, the sheriff is responsible for certain expenses of care and service which are directly chargeable to the county under a different system, still the principle is wrong which converts an official into a boarding-house keeper. His profits and rewards should be based upon direct service rendered to the community, not from any trade or business. Sheriffs are of different temperaments and different degrees of self-interest. While you may at present have a sheriff who is humane, how do we know that the next sheriff will not exploit the prisoners to his own advantage?

But this arrangement will soon terminate. By an Act of 1909, counties having a population of over 150,000 and less than 250,000 must release the sheriff entirely from any management of the prison. A Board of Managers is to be duly appointed who shall select a warden for superintendent, and it is explicitly provided that the food is to be purchased by contract, the fee system being entirely abolished. The next census will doubtless show that Washington County has more than 150,000 inhabitants. If a sheriff has been elected on the old basis, it will be a subject for judicial decision as to when that law shall go into effect.

#### WAYNE COUNTY—Honesdale

Visited Aug. 23, 1919.

Two prisoners were discovered, one of whom was being held for trial. The convict was serving a sentence of 14 months, entirely too long in such a prison excepting for the fact that he was regarded as a "trusty" and was engaged in caring for the ample garden on the premises. The inmates eat at a table and have no complaint as to their living arrangements. Fee system, fifty cents, which is none too much for the fare they receive.

A small prison of six cells with the comforts of the usual dwelling-house. Cleanliness rules. Some tobacco is supplied by the sheriff.

Paraphrasing an expression of President Lincoln, "For a prison of this kind there is no objection to it as a prison of this kind."

# **WESTMORELAND COUNTY—Greensburg** Visited July 17, 1919.

Number in prison day of inspection .....	85
Average daily number, 1918 .....	67
Number commitments, 1918 .....	1210

Hence we may infer that the average term of imprisonment is probably less than thirty days, though a few have served time in this contracted space for a year.

The prison is situated adjoining the court house, therefore convenient of access to the untried prisoners. Otherwise the prison is very poorly located. The men's quarters are cramped, and the women are sent to a sky parlor. There is no prison yard, no opportunity to enjoy the open air. The kitchen is crowded in next to the street and ought really to be renovated and have its position changed so that more easily could the most of the work therein be performed by the convicts. The prison should have been built on some city property outside of the city limits and a van provided for use in court time. No court of any kind is held in the summer so that the 57 guilty or innocent who have failed in getting bail and who were confined at the time of inspection must languish behind these steel bars till court convenes in the autumn. Then they must await the convenience of the court before they are summoned.

On this prison farm they would have an environment more wholesome in every way. A great part of their sustenance would come from the farm. In 1918 a few prisoners were paroled to work on this farm, or were sent out under guard for same purpose. Seventeen prisoners had enjoyed the activities of a road camp. This indicates that a laudable effort has been made to find work for the men, but entirely too many men had been allowed to suffer the evil effects of idleness.

When the authorities conclude to make some necessary changes in the culinary department, let them also give some attention to improving the sanitary and ventilating appliances. A canvas cot with blanket may answer for camping out purposes, but really beds should be beds even in a prison. A laundry operated by the prisoners will take care of the linen.

Imagine a high and wide hall on either side of which is a steel door opening into a corridor with two-story ranges of steel cells on each side. Thus may one visualize this prison. Some years ago the warden had tables placed in the corridors at which the men take their meals. There was no trouble caused by this arrangement. The cells were kept cleaner. It was noted that the men did not converse during the meals. The general effect would be improved if the men were allowed to indulge in quiet conversation.

They are together much of the day in their respective corridors.

Daily cost of food per prisoner in 1918.....19¼c

Breakfast—Bread, coffee, no syrup.

Supper—Bread, coffee and some vegetable.

Dinner—Soup with ¼ lb. meat daily. Change of vegetables each day.

The sheriffs and wardens, who receive a daily fee for boarding prisoners, say there is no profit in feeding them at forty or fifty cents daily. Note the menu served in this prison at less than twenty cents daily.

# **WYOMING COUNTY—Tunkhannock** Visited Aug. 23, 1919.

Five prisoners were found, four of whom were untried. Those who wish to plead guilty may have speedy sentences, as the court during the summer gives the prisoners this privilege.



An old prison with inside corridor and chinks for windows. Except the bedding, the living arrangements are satisfactory.

The sheriff supplies the prisoners with food from his own table, and receives from the county the sum of fifty cents per day for each inmate.

The net cost of the prison in 1918 .....	\$393.50
Cost of maintaining prisoners elsewhere .....	544.00

Total maintenance .....	\$937.50
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So criminals in Wyoming are neither numerous nor expensive.

In nearly all prisons of the State, the inmates are allowed to buy extra supplies of provisions. Here they buy tobacco only, an indication that the sheriff's bill of fare is ample and satisfactory.

There is a small yard in which they occasionally take exercise.

There is no proper accommodation for segregating the women prisoners.

The maximum sentence is ninety days. There is so little employment that the maximum ought to be no more than five days.

## YORK COUNTY—York

Visited Aug. 4, 1919.

It is customary with writers, who attempt to describe the York County prison and its methods, to condemn with severity the administrative policy, and to reproach the management with entire lack of humanity in continuing practices which are infamous, brutalizing and scandalous.

All this denunciation has appeared to have little effect. The good citizens of York County are naturally conservative and are averse to making changes. Why should they worry?

So let us drop opprobrious epithets and approach the subject from a different angle.

In York County a new sheriff is installed into office on the first day of each leap year. In this same county the sheriff has control of the prison and its inmates, subject to such regulations as the commissioners may prescribe. It may be assumed that their prescriptions have not to any considerable extent interfered with the administration of the sheriff. We have never heard, for instance, that they ventured to prescribe the dietary suitable for prisoners whether guilty or not guilty. On the day of inspection there were 53 prisoners, over two-thirds of whom, or 36, were held for trial. It would be reasonable to furnish to those who are not convicted the usual diet of the ordinary citizen. This matter may have received due attention. There is one other phase of penal legislation in the Commonwealth which the citizens of this county must consider. In 1910 the census of York County revealed a population of 136,405. It is quite possible that the census of 1920 will reveal a population of over 150,000. If this is the case, Act 171, P. L., 1909, as amended by Act. 194, P. L., 1915, will automatically relieve the sheriff of the care and responsibility of the prison, and will constitute the controller, the three commissioners, along with the sheriff, a board of management, who shall appoint a warden to carry out the regulations of the board as may concern the discipline, and government of the prison. "The present responsibility of the sheriff . . . shall cease and determine. . . ." All the expenditures for the support and maintenance of the prisoners shall be paid on authorized warrants by the County Treasurer. The fee system terminates.

There is one section of the law which may require judicial interpretation. "In all counties, where the sheriff is now the acting warden or keeper of the county jail or prison, and has his residence therein, this act shall not take effect until the expiration of the term of office of the sheriff now so acting as warden. . . ." This bill was approved May 21, 1913, and took effect thirty days after the bill was approved. What is the interpretation of the word "now" in the section quoted above? Undoubtedly

as used in the bill, the word refers to the sheriffs serving in 1913. There was no provision for retaining sheriffs in office in the years to come when the population of any county should amount to 150,000. Would a construction according to sense result in forcing the anxious sheriff to retain his position—to the end of the term for which he was elected? We sympathize deeply with him in this predicament. We are by no means sure how this law may be interpreted. If the sheriff has his residence outside the prison, he can easily escape the jailer's responsibilities, for the law explicitly states that if he "has his residence therein" he is not to be disturbed till his term of office has expired. Considering the other duties of the sheriff in a large county, he ought to be relieved from the care of the prison. We congratulate the present sheriff on the ease with which this relief can be obtained, if only the census may reveal a population of 150,000. Just as soon as the official census figures are reported, the board within thirty days may assume charge of the prison and appoint a warden, who need not be dismayed by the high cost of living in providing a reasonable supply of food for those under his charge. But we, as well as the sheriff, may be disappointed in the census report. However, it is scarcely credible to suppose that York County with all its attractive features has not gained in the last decade at least twelve per cent.

In 1914 our notes present the following menu for a week: "Bread and coffee every meal, enlivened with soup, meat and vegetables thrice weekly." Eighteen meals of bread and coffee, three real meals, each week. Thirty cents daily for each inmate at that time was paid. Estimating profit at 15 cents daily per prisoner, the sum daily realized on 80 prisoners equaled \$12.00, and in 365 days, \$4,380.00.

In 1919, the report shows that the prisoners were regaled with soup, compounded of meat and vegetables, twice each week, and that on one other occasion potatoes were served. At other intervals during the week bread and a liquid called coffee was served, but really it would be a misnomer to speak of such a menu as a meal. The cost of a week's board at this institution was \$3.15. At least the county pays this sum. The prisoners have the privilege of securing additional provision either by purchase or through the kindness of friends. This gracious concession is used to the limit, but works to the decided disadvantage of the impecunious inmate.

The former sheriffs have gone to their rewards. The present sheriff enters upon his duties under a new dispensation or with the knowledge that the appointment of a warden will relieve him of a heavy burden of care.

In the selection of a sheriff, doubtless the enlightened citizens of York County have hitherto had in mind those qualities of heart and soul which are most suitable for dealing with delinquents. The convicts sometimes remain in this prison for a year. So it is evident that for such a work an official should be chosen not only for his ability to keep law-breakers in custody, but for his reformatory influences. If at all possible, these inmates should receive such care and attention that when they leave the prison behind they are the better for their imprisonment. Such is the main object of imprisonment. When the new prison board meets to select the warden, they should consider the fitness of the applicants to discharge the responsibilities which belong to such a service. He should be a man of integrity, a man who would command respect and esteem, a man who could inspire those under his charge to adopt higher standards of living. He should be a confirmed foe to idleness, and should never cease in efforts to provide every man and woman with employment.

The political views of an aspirant for such a task have little to do with his fitness. His ideas on the tariff or the League of Nations should have no weight in determining the selection of the candidate; character, and character only, coupled with administrative wisdom, should be taken

into consideration. It is inconceivable that an intelligent board would act otherwise.

It is reported that the sheriff whose term has recently expired has forbidden the Sabbath religious services. Some sort of service should be restored. Whether on account of quarantine regulations, or criticism of the administration, or lack of team work, the services were discontinued, we have not heard, but we hope to hear that the new management has allowed such services to be resumed. In many penal institutions, the Salvation Army has accomplished a good work.

There is no yard attached to the premises in which the inmates may take any exercise in the open air.

The controller's report shows that two probation officers are receiving salaries. We have thought that they were largely connected with work for juveniles and young misdemeanants, a most excellent work, but that adult probation and parole have not been seriously considered by the court. The report shows that during the year 1918, the sum of \$66.63 was received on account of costs and fines. This contrasts with the record of Washington County where in 1918 the sum of \$30,661 was received under the supervision of the parole officer, and paid over to the county. If the complete figures appear in the controller's report, there is much lack of proper management in the collection of fines and costs in York County.

The County Prison expenses for 1918 are reported to be \$5,965.88.

This does not include the cost of boarding the prisoners, nor the turnkey fees so far as we could discover. There must have been some charges on these accounts in the year 1918.

Expenses in other penal institutions for maintenance \$15,626.29.

If the prisoners are recruited from the ranks of the worthless vagabonds or the idle classes, they should be compelled to work, not supported in their chosen profession.

If the prisoners, through some mistake, or even fault, are taken from the ranks of labor, whatever may be the occupation, they should be allowed to continue in some gainful employment in order to maintain themselves, their families and their physical condition. No prisoner should be subject to the demoralization resulting from idleness.

The problem of the employment of delinquents has not yet been solved in York County.

N. B.—Since writing our annual fulmination against the iniquities of the management of the York County Prison, some good news has been received at headquarters. The reign of the new chief appears to be a more happy one. "One square meal" daily is reported to be served. There is much ground for the opinion that the prisoners are regarded no longer as animals for exploitation, but as real human beings. There is a manifest desire to find employment for the prisoners.

We have understood that one of the officials of the present régime has offered to supervise the demolition of the old prison, now practically disused, in order that an open air resort may be obtained for the prisoners. The work is to be done by the prisoners themselves. This project should be encouraged.

Let the good work proceed.



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